Reengineering Ready Reserve Travel (RRT)

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DoD Task Force
to Reengineer
Ready Reserve Travel (RRT)

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EXECUTIVE SUMMARY

The Department of Defense (DoD) Temporary Duty (TDY) Travel Reengineering Initiative now being implemented is a revolutionary financial management improvement program that will change the way people manage travel administration in the Department. It is designed to help the Department more closely operate to commercial business standards envisioned for the twenty-first century, with a view toward cost optimization and performance excellence. It will employ commercially available Electronic Commerce/Electronic Data Interchange (EC/EDI) capabilities to integrate functions, automate edit checks for internal controls, and create user-friendly management tools at all levels of the process.

The DoD TDY Travel Reengineering Task Force was established in 1994, under the sponsorship of the Under Secretary of Defense (Acquisition and Technology) (USD(A&T)), the Under Secretary of Defense (Comptroller) (USD(C)), the Under Secretary of Defense (Personnel and Readiness), (USD(P&R)), and the Director for Administration and Management. The Deputy Secretary of Defense accepted the recommendations of that task force in January 1995, and the oversight of implementation was placed under the direction of the USD(C). At that time, the task force evolved into a Working Group which included representatives from, and the support of, the DoD Components.

The findings of the DoD TDY Travel Reengineering Task Force were documented in *the Report of the Department of Defense Task Force to Reengineer Travel* (January 1995). During the past three years, the efforts of the Working Group, the former Reengineering Travel Transition Office (RTTO), and the Project Manager-Defense Travel System (PM-DTS) have led to an institutionalized concept of DoD travel reform, called the Defense Travel System (DTS). The DTS contains the follow-on effort that employs technology and commercial travel services in support of DoD travel operations. The initial DTS contract was awarded in May 1998 and the field system is projected to be operational DoD-wide by the end of Fiscal Year (FY) 2001. By that time, there will have been a phased elimination of traditional travel computation systems (such as the current Integrated Automated Travel System (IATS)) and the commercial travel contracts unique to each Military Service.

On June 23, 1997, the Deputy Secretary of Defense issued Management Reform Memorandum (MRM) #14 – "Reengineering Permanent Change of Station (PCS) and Inactive Reserve Travel" (Appendix A). MRM #14 directed that the TDY travel reengineering effort be extended to cover Reserve Component travel. On August 15, 1997, the Acting USD(C) and the USD (P&R), in association with the Assistant Secretary of Defense (Reserve Affairs), directed the establishment of a DoD Task Force to Reengineer Ready Reserve Travel (RRT) (Appendix B). The purpose of the RRT Task Force was to develop a fair and equitable travel system for the Reserve Components that will:

- meet operational requirements;
- improve service to the customers of the Department; and
- reduce overall costs to the government.

The RRT Task Force was directed to use "...a clean sheet of paper" in its approach to the reengineering of Reserve Component travel. The RRT Task Force sought to determine whether a completely new travel process would be required for the Reserve Components. As part of its process, the Task Force examined computational travel systems that already were in use by the Reserve Components, including the Automated Computational Travel System (ACTS) used within the Air Reserve Component, as well as the Marine Corps Travel Reengineering System.

However, because the efforts of the RRT Task Force follow those of the DoD Task Force to Reengineer Temporary Duty (TDY) Travel, the RRT Task Force recognized that the DTS template already was in place. Given the size and scope of the DTS, as well as the intention of the Reserve Components to operate as closely as possible to Active forces, the RRT Task Force closely examined the DTS for its potential utility to the Reserve Components. The RRT Task Force determined during its analysis that the DTS could, in fact, support the Reserve Component traveler in much the same way that it is expected to serve Active Component and DoD civilian travelers. Therefore, the RRT Task Force recommends that the DTS be designated as the reengineered travel system for the Reserve Components. This report of the RRT Task Force, therefore, is written as a follow-on to the January 1995 Report of the DoD TDY Task Force to Reengineer Travel. The reader of this report is referred to the January 1995 Report, which contains background material and additional information that are relevant to a full understanding of the RRT effort.

METHODOLOGY

To examine whether the DTS could be extended to the Reserve Components, and prepare for that extension, the Task Force developed business process maps for the pre- and post-travel functional steps of each Reserve Component, and for the different types of Reserve travel status. Focus groups were hosted to validate the process maps and gain customer feedback on the existing and proposed travel systems. Questionnaires administered to the focus groups garnered additional data for quantitative analysis. That

work underpins the RRT Task Force's findings contained in this report. A copy of each Reserve Component process map and the DTS process map is found at Appendix C.

FINDINGS

The travel processes used by members of the Reserve Component in some ways are more challenging than those used by Active force military members. This is because Reserve Component members must be placed in a military duty status in order to travel. Active force members do not encounter this situation since they already are in a duty status. The Task Force found four principal conditions that inhibit efficient business processes supporting Reserve Component travel.

- **There are interrelationships among Reserve Component travel, pay, personnel, and accounting processes.** The Reserve Component travel authorization process is inseparably linked to the processes for placing a member in a military duty status. Unless the duty order (resulting in an authorization for pay or benefits) and the travel authorization are linked, the ability of the Reserve Components to be served by any automated travel system would be subject to additional burdensome labor requirements and, thus, would be sub-optimal.

- **Travel and accounting processes are fragmented, with multiple owners and multiple forms.** There are several travel computation systems, order-writing systems, and accounting processes employed throughout the Reserve Components. These differences require multiple levels of authority, which add little value to the business process. In fact, the fragmentation of processes and layering of authority diminish the ability of the Reserve Components to support mission requirements, reconcile accounts, and certify reimbursements to travelers and vendors.

- **The automation link between the government and the traditional Reserve Component member is lacking.** The traditional Reserve Component member is called to duty from his or her home and, when duty is completed, the member returns home. Frequently, the Reserve Component member does not have access to DoD automation immediately before or after the period of duty performance. Unless this factor is addressed and overcome, success in implementing any automated travel administration system will be reduced.

- **Current DoD reengineered travel policies are not used nor understood.** The Military Departments have not ensured that current DoD reengineered travel policies, which already apply to all DoD travelers, have been institutionalized throughout the Reserve Components. Although individual installations do things differently, the Task Force found that many installations continue to practice old habits. For example, with the exception of the Air Component, there is minimum--rather than maximum--use of the government contractor-issued travel charge card, which is contrary to DoD policy.

HOW TO IMPROVE?

To improve Reserve Component travel processes, and to include the Reserve Components in the DTS and the Department's envisioned Reengineered Travel Concept of Operations, the Task Force echoes the findings of the 1995 Report:

- **Change the philosophy of travel.** Manage travel as mission support, not an end in itself (i.e., focus on mission support, rather than on compliance with rules). Treat the Reserve Components traveler and commander as responsible professionals, and as honest customers of the travel system.

- **Adapt and standardize best business practices from government and the private sector.** Since 1994, the Department has engaged in a significant travel reengineering program that is considered by professionals throughout government and industry to be a "best in class" example. The Department needs to build a capability for the Reserve Components to participate in and exploit the reengineered travel process, to obtain the same benefits which will accrue to Active Component members and DoD civilian employees.

- **Modernize travel management.** Technology should be leveraged as an enabler for streamlined operations and improved management information. First, however, the business processes that underpin Reserve Component travel arrangements and financial management need to be streamlined and automated. The full value of modernization will occur only through cross-functional coordination by senior leaders of the Department, to include Reserve Component senior commanders.

RECOMMENDATIONS

The baseline for DoD-wide travel reform has been established in the DTS. The resulting arrangement of simplified travel entitlements, streamlined business processes, automated internal controls, and a seamless and paperless travel administration system constitute the DoD Travel Reengineering Concept of Operations. This is the new travel administration business process that now is being implemented in support of Active Component and DoD civilian travelers throughout the Department. The RRT Task Force recommends that Reserve Component travelers be included in the Department's schedule for implementing the automated, reengineered DTS travel system. Since Operation Desert Storm/Desert Shield (1991), the Reserve Components have transitioned from a force in reserve to a mission-sharing, force multiplier. Usage of systems common to the Active forces is needed for the seamless transition of the Reserve forces into Active Component.

The summary recommendations for moving the Reserve Components into the DTS are described below. Specific changes, with recommended dates for completion, are identified in Chapters 3 through 8 of this report.

ES-1. Lay the groundwork for Reserve Component travel system reform. In order to integrate successfully the DoD Reengineered Travel Concept of Operations into Reserve Component management structures, the Reserve Components need to streamline the business processes that will support automated travel management. This will require several efforts, to include:

a. minimizing organizational relationships and reporting authorities, so that appropriate Authorizing Officials (AOs) may be identified;

b. implementing in the Reserve Components the current DoD reengineered travel policies that have been in place in the Department since 1995, so that both travelers and their support organizations are aware of and use improved practices; and

c. using the management information capabilities resident in the DTS to enable data sharing with Reserve Component order-writing systems. This will improve both the efficiency of Reserve Component travel administration processes and staff, as well as the administration of pay and personnel management processes.

ES-2. Create building blocks to permit the Reserve Components to participate quickly in the DTS. The task force believes that management and executive level leadership must continue to coordinate travel reengineering policy and process changes in the Reserve Components. Consequently, the Department's standing Travel Reengineering Working Group of DoD Component representatives at the O-6/GS-15 level should be expanded to include Reserve Component representatives (as determined by senior management). This standing committee will set a strategy for and oversee travel reform issues, meet periodically with senior management, set performance goals and measures that implement streamlined business processes and reformed policies by dates certain, develop measures, and take corrective actions as necessary.

ES-3. Incorporate Reserve Component travel into the DTS on a time-phased basis. The Task Force recommends the phased transition of the Reserve Components into the DTS. *Initially*, all Reserve Component travelers will begin to make travel arrangements through the regional Commercial Travel Offices (CTOs), beginning with the initial DTS implementation in the Department. During FY 1999, full-time Reserve Component members on active duty can be integrated into DTS as their supporting financial management systems are interfaced with DTS functionality. Once financial management and order-writing system connectivity is established, and travel authorization requirements are identified, streamlined, and tested, the func-tionality to support traditional (part-time) Reserve Component members can be added to the DTS. The incorporation of the traditional Reserve Component members into the DTS is expected to begin in FY 2000 and completed in accordance with DTS deployment schedules.

ES-4. Pilot program. Consistent with the successful use of pilot programs to validate the Reengineered TDY Travel Concept of Operations, the Task Force recommends the creation of a Reserve Component Reengineered Travel Pilot Program to validate the application of reengineered travel processes in the Reserve Component environment. This strategy will give Reserve Components the flexibility to test one of the two workflow options described in this Report, document their performance standards, costs, and savings under the DTS and, thereby, measure the change in program effectiveness and efficiency due to reengineering. The Task Force recommends that the Reserve Component Pilot Program begin in the second half of FY 1999, with all pilots completed by the end of FY 1999.

ES-5. Implement the system in the field. Upon completion of the Reserve Component Pilot Program, the Reserve Components can be included in the DTS worldwide implementation schedule. Currently, the DTS is expected to be implemented worldwide by the end of FY 2001.

CONCLUSION

The blueprint for Reserve Component travel reengineering presented in this report is achievable, and is expected to produce significant improvements to Reserve Component missions, customer satisfaction, and cost effectiveness.

CHAPTER 1
BACKGROUND

Integrating Ready Reserve Travel

The Ready Reserve consists of unit-assigned members, Individual Mobilization Augmentees (IMAs), and Individual Ready Reservists (IRRs). Taken as a whole, the Ready Reserve and National Guard comprise nearly 1.5 million members who are liable for call to active duty to augment the Active Components (AC) in accomplishing their missions. Over 900,000 members are Selected Reservists, who are the primary augmentation for the Active force to support any operational mission, and who are required, by law, to train on a regular basis. The role and usage of the Reserve Components in day-to-day operations supporting National Defense objectives has continued to increase dramatically since the inception of the All Volunteer Force. That role is becoming increasingly important, with the drawdown of the Total Force, in helping to reduce the operational burdens on a smaller Active Component.

In this Post Cold War era, the Reserve Components now are being tasked to support current military operations around the world. In FY 1996, the Reserve Components provided 13.6 million person days of operational support—about one-third the level of support provided during the peak period of Operation Desert Storm, when over 250,000 Reservists were serving on active duty. In addition, Reservists performed another 15 million person days for mobilization and other training in FY 1996.

On September 4, 1997, the Secretary of Defense issued a DoD policy memorandum recounting the increasing reliance on Reserve Components since the end of the Cold War, and requesting that any remaining barriers to achieving a fully integrated force be addressed. The Secretary requested the creation of an environment that eliminates all residual barriers--structural and cultural--for effective integration within the Total Force. In support of this thrust, the Department's travel reengineering effort has been expanded to facilitate one aspect of this total integration.

Building on the recent success of the DoD temporary duty travel reengineering effort, a Ready Reserve Travel (RRT) Task Force was established to examine Ready Reserve travel processes and design a plan to integrate Reserve Component travel into the evolving Defense Travel System (DTS). The unique features and added complexities of the Reserve Components readily became apparent to the Task Force. First, there are

seven Reserve Components, i.e. a Federal Reserve for each of DoD's four Military Services, as well as the Coast Guard, and the Army and Air National Guard. Each Reserve Component has at least one unique system to accomplish the business process from travel and pay to accounting for Reserve Component duty.

About 900,000 Reserve Component members are required by law to perform at least two weeks annual training each year. An additional 60,000 civilian support staff are drilling Reservists, i.e., military technicians who also are drilling Reservists and, therefore, serve in a full-time "dual" civilian-military status. Approximately 65,000 Reserve Component members are on full-time active duty. As indicated by the nearly 30 million active duty days of training and mission support in FY 1996, many Reservists perform significantly more active duty than the minimum required by law. Almost all active duty by Reserve Component members requires some form of reimbursable DoD travel.

In addition to Reserve Component personnel on full-time active duty, Reserve Component members can serve on limited periods of active duty for training (ADT), active duty for special work (ADSW), or inactive duty for training (IDT). Active duty training days and associated travel expenses may be paid either from military personnel appropriations (active funds) or Reserve personnel appropriations (reserve funds). Reservists also are required, by law, to serve a specified number of IDT periods or drills, each year, and many perform additional periods of IDT to include additional training periods (ATP), additional flying and flight training periods (AFTP) and readiness management periods (RMP). When performing IDT at their assigned duty stations, Reserve Component members are not authorized travel expenses; however, travel allowances are authorized for members who perform IDT at temporary training locations.

Prior to the creation of the RRT Task Force, DTS development focused solely on business travel by Active Component military personnel and DoD civilian employees. In the January 1995 *Report of the DoD Task Force to Reengineer Travel*, Reserve Component travelers were acknowledged to present special problems. Most Reserve Component members are not located near a military installation where they can access services generally available to their Active Component counterparts. The units in which Reserve Component members serve, when in an inactive duty status, are located in 5,300 locations across the United States and its possessions. This geographic dispersion of Reserve Component members is dramatically wider when they are not serving in a duty status, literally encompassing a majority of communities across the nation.

Reserve Component members may travel from--and return to--locations that are well removed from their units of assignment or duty stations. Travel for the member often initiates his or her entrance onto a period of active duty. Unlike Active Component members, who are on active duty 365 days a year, and who are paid accordingly, Reserve Component members can serve in different duty statuses of varying length, and duty

status may change during a single continuous travel period. Compensation and entitlements, to include retirement credit, usually are linked directly to a particular status during a particular period of travel.

Periods of active duty and inactive duty by members of the Reserve Components are conducted within a structure that initially was established in the Armed Forces Reserve Act of 1952. While the structure and relationships of the numerous Reserve categories and their mobilization responsibilities seem confusing, they provide the basis for a Reserve system comprising rigorously defined training, promotion, pay and personnel elements. This complex system has evolved in response to National Defense priorities. The system is supported by a statutory framework which ensures the necessary balance between training to maintain readiness for mobilization, and providing opera-tional mission support as required in peacetime. The compensation structure for the Reserve Components depends upon each member's duty status and the duration of that duty as specified in his or her orders. Training status also sets the conditions under which a Reserve Component member may be ordered involuntarily to active duty--thereby establishing a priority for mobilizing Reserve Component manpower in time of crisis. The existing combinations of duty status for traditional members enables the Reserve Components to meet specific training objectives and Total Force mission requirements.

Ready Reserve Workload Indicators

COMPONENT	STRENGTH	ACTIVE DUTY TOURS	NUMBER OF DAYS AVERAGE TOUR
ARNG	381,372	433,025	13.93
USAR	618,090	347,690	10.36
USNR	267,356	94,825	12.46
USMCR	103,668	56,155	11.47
ANG	109,825	148,524	15.53
USAFR	153,186	252,482	8.21
DoD TOTAL	1,633,497	1,332,701	11.99

Source: ASD(RA) Study for 1995

While Reserve Component members often are viewed as "infrequent" travelers, many members travel more than once a year. The DTS is based on a fundamental change in the philosophy of travel, that is, to manage travel as "mission support," not as an end in itself, and to treat travelers and commanders as responsible professionals. Task Force members and Reserve Component representatives support extending this basic philosophy to the Reserve Components. As DTS is implemented to meet the needs of the Active Component mission, travelers and commanders, there should be no question about the feasibility and necessity of integrating Ready Reserve travel. The only considerations

should be when and how to accomplish an effective integration that does not adversely affect the capability of the Reserve Components to provide timely operational mission support. The Task Force concludes that establishing a Transition Team and a Transition Plan for Reserve Travel would be useful to ensure the effective integration of the Reserve Components into the DTS implementation plan.

CHAPTER 2
THE CURRENT SYSTEM

Findings

In FY 1997, Selected Reservists filed over 1.4 million travel vouchers, at a total cost of travel to the Department of over $467 million. Based on preliminary data, the RRT Task Force estimates that the cost of travel administration (to include authorization, arrangements, vouchering, disbursement, and amendments) is $64.90 per trip.

The January 1995 *Report of the Department of Defense Task Force to Reengineer Travel,* noted many inefficient paradigms. Similar paradigms were noted by the RRT Task Force as they pertain to the Reserve Component traveler. In particular, long-held--but incorrect--perceptions are that:

- *The traveler is not trusted*. The preliminary results of customer satisfaction surveys, administered to focus groups by the RRT Task Force, indicate the perception of a travel system built upon a suspicion of distrust. This is manifested in a compliance-bound, 100 percent audit focus, typical of the federal regulatory process. In the Reserve Components, failure to provide travelers with travel charge cards for adequate and timely payment of travel-related costs especially is indicative of a lack of trust or adequate administrative controls for the management of mission-related travel. The Military Services are concerned with a perceived lack of jurisdiction over part-time members when it comes to travel card management. Although there is understanding by the members that their part-time status impacts Service decision making, there is, nonetheless, a general frustration by travelers in their inability to obtain the same support and customer services available to the general business traveler, as well as to members of the Active Component and DoD civilian travelers.

- *Paper-based administrative controls and processes are viewed as costs of doing business, rather than information and cost control centers with a dollar value*. The Reserve Components employ significant resources to facilitate travel, including undertaking many of the tasks that the CTO is contracted to perform. Administrative or support staffs often are the only coordinator of the travel/duty event that can be accessed readily by the traveler, although redundant staff handling of functions and

steps is not recognized. Consideration of business process information and workflow (mission support), cost effectiveness, and customer satisfaction are not apparent in current labor intensive, manual travel administration processes.

- *Complex travel entitlements, confusing policies, and burdensome rules.* Each Reserve Component has developed unique travel processes that adopt some but not all of the DoD reengineered travel policies. While Reserve support staffs attempt to harmonize various fragments of the process, the traveler nevertheless may feel victimized by a cumbersome, irritating and illogical system. Several vignettes from focus groups serve to illustrate these points:

    1. A traditional Reservist from the Midwest was traveling on private business in the Northeast. The Reservist was asked to perform TDY in the Washington D.C. area. Due to the rules, the traveler was unable to journey from the Northeast to Washington, D.C. but, instead, had to return to the Midwest to begin his TDY, without regard to the time and cost to the individual and the unit.

    2. A traditional Reservist was on active duty in Europe, where he had submitted his claim for travel reimbursement and had received payment. He then returned to the United States. Reimbursement of the taxi fare from the airport to home at the completion of the tour required the traveler to send the receipt to Portugal in order to obtain authorization for reimbursement. The Reservist indicated that it wasn't worth the bother of seeking reimbursement, even though the fare was about $35.

    3. Some Reserve Component members typically wait until their next period of inactive duty following travel before submitting their travel vouchers to claim reimbursement. Numerous respondents to the customer satisfaction survey indicated that appropriate support staff often are not available on a drill weekends, resulting in vouchers requiring correction being bounced back and forth between the member and the unit for 3-4 months before reimbursement is approved. This is an obvious problem for the traveler who receives a charge card bill prior to reimbursement, as well as for the Military Service, which must reconcile accounting information and manage charge card delinquency issues.

These vignettes are similar to those reported for the Active Component military and civilian employee travel system prior to DoD travel reform: fragmented processes and paper-based systems are not designed to support the mission or the customer.

The Characteristics of Reserve Travel Systems

Most traditional members of the Reserve Components live and/or perform duty at some distance from supporting military installations and, therefore, cannot readily access required government processes. Travel arrangements for the vast majority of traditional Reserve Component members--which represent approximately 80 percent of the Reserve

Component--tend to be made by members of unit support staffs. These same administrative support staffs coordinate the call to duty, and initiate a Reserve Component member's military pay and travel entitlements. There is a linkage between the travel and pay/personnel systems, which is integral to every Reserve Component travel system. The RRT Task Force found that this focus was the driving force in the administrative travel processes used by each of the Military Services.

Reserve Component members are called to duty under several different statuses, and each status may have its own pay or personnel entitlement. In some Reserve Components, members may move from one status to another during the dates of travel, with each status financed from a different appropriation. Full DTS implementation requires acknowledging and accommodating these characteristics, and interfacing common travel information not only with Military Service accounting systems, but with the Reserve Components' order-writing systems. The order writer, in turn, distributes common data to the necessary pay and personnel systems.

The Steps in the Current Process

Each Military Service has unique travel processes, linked to Service-specific accounting, pay and personnel systems. All travel administration falls into two categories: one for personnel assigned to units, and the other for the individual Reserve Component member (i.e., IRR or IMA). An examination of the processes for these two categories reveals many similarities between the categories and among the Military Services. The major difference is where the administrative support staff performs travel administration functions.

In general, the Reserve Component travel processes follow the steps outlined below. The RRT Task Force has identified the unique travel processes of each Reserve Component in the detailed process flow maps at Appendix C.

Pre travel processes

- *Who identifies the need for travel?*

Since the Reserve Component member typically is called to duty from his or her home, the duty usually involves travel. The need for duty travel often is identified by the command structure, but also can be made by the member.

- *Who authorizes the travel?*

Travel must be authorized by a government official. The same approval form serves two purposes: approving the call to duty and approving the travel requirement. As part of the approval process--often referred to as "cutting the orders"--the appropriate fund cites are identified and the funds for the pay, travel and associated entitlements are

committed or obligated. The organization arranging for the approval of the travel may not necessarily be funding the travel, or the pay. The orders are produced only after the Reserve Component member's servicing administrative support staff (unit, region, office or personnel center) ensures that the mission is affordable and the member is available.

Currently, it is these support personnel who complete the necessary travel, pay, and personnel paperwork, and obtain the necessary formal approvals. For both the unit-based traveler and the individual member (IRR or IMA), these functions may be performed by a mixture of staff in personnel and financial management offices. Formal funds control for travel, however, is very centralized for tours of duty; these funds usually have been delegated to lower levels (unit, intermediate HQs) for management purposes only. This creates a multiple-layered approval process.

Because the approved military travel order also serves as the call to duty, the unique order writing system used by each Military Service simultaneously distributes information to pay, personnel and travel entitlement systems.

- *Who arranges the travel?*

Travel arrangements usually are made by Reserve Component administrative support personnel, but it is not uncommon for travelers to make their own arrangements and reservations. Most of the IMA and IRR who usually are at some geographic distance from their administrative staffs, arrange their own travel through locally contracted government travel service providers, irrespective of whether the provider had a contractual relationship with the organization preparing the orders for travel and pay. For the IMA or IRR, the extent of involvement of administrative personnel in making the reservations is a matter of the traveler's preference and convenience, taking into account the lead-time for travel.

Administrative personnel often hand-carry papers to and from the CTO--frequently nearby--and resolve issues to ensure that the planned travel does occur. Sometimes, administrative personnel even print the tickets, rather than the CTO. The CTO's role often is no more than one of booking the travel arrangement after a reser-vation has been made. The CTO also may issue printed tickets to the administrative personnel for transmittal to the travelers. Regardless of who makes the reservation, the administrative personnel operate as the integrators of the Reserve Component travel and pay/personnel processes. Some administrative personnel have a stronger customer focus than others, and work more closely with the traveler to ensure reliable service.

- *Who documents expenses?*

Currently, only the traveler can document expenses, although travel costs are estimated on the travel order. This is a paper-based process, which requires the traveler to file a claim for travel reimbursement attesting to the nature of travel, obtaining and

attaching any amendments to the travel order, and submitting receipts before the claim can be forwarded for payment. Delays or failure to submit a claim create accounting problems, especially unliquidated obligations. Delays are not uncommon, however, as the travel voucher cannot be completed entirely and filed until the traveler has returned home.

- *Who approves reimbursement?*

The servicing finance office--whether it is located within the Military Service or the Defense Finance and Accounting Service (DFAS)--currently approves the reimbursement. In the case of travelers belonging to troop program units, a unit level review of the voucher is undertaken before the claim is sent to the disbursing office. For members of the IMA and IRR, the claim does not go back to the servicing personnel center, but is checked against the approved travel order at the servicing finance office.

- *Who make disbursement?*

The disbursing office generally makes payment to the traveler by electronic funds transfer (EFT) or check; however, EFT becomes mandatory on January 1, 1999.

Conclusion

The current Reserve Component travel process does not foster reliable voucher computation and accounting reconciliation. Furthermore, the time lags associated with the submission of travel claims and account reconciliation may serve to reduce the availability of travel and training funds.

CHAPTER 3
SYSTEM RECOMMENDATIONS

The RRT Task Force identified current Reserve Component travel administration processes and their resulting issues, impediments to best business practices, and system interface requirements. The RRT Task Force determined that the Reserve Components would benefit from the efficiency and effectiveness of the DTS. Transition to the DTS, however, will require a phased implementation. The recommendations are:

1. **Reengineer travel administration authorization processes.** In order to integrate successfully the DoD Reengineered Travel Concept of Operations into Reserve Component management structures, the Reserve Components need to streamline the business processes that will support automated and integrated travel management.

At the national level, with the exception of the headquarters of the Naval and Marine Corps Reserve (both located in New Orleans, Louisiana), the RRT Task Force found that separate organizational structures manage the administration of troop/unit Reserve forces and individual Reserve members. In the Army, the U.S. Army Reserve Command (USARC) at Fort McPherson, Georgia, manages the administration of Army Troop Program Unit (TPU) Reserve personnel, while the U.S. Army Reserve Personnel Command (AR-PERSCOM) in St. Louis, Missouri manages the administration of Individual Mobilization Augmentees (IMA) and Individual Ready Reservists (IRR). In the Air Force, the Air Force Reserve Command (AFRC), formerly the Headquarters, Air Force Reserve (AFRES), manages the administration of unit Air Reserve forces, while the Air Reserve Personnel Center (ARPC) in Denver, Colorado, manages the administration of the IMA program.

At a local level, the Reserve Component program manager (with the duty mission) generally is geographically separated both from the funds' control manager at the management headquarters (with the budget) and the Reserve unit or individual needed to satisfy the mission. This results in multiple sources for authority to travel (i.e., multiple Authorizing Officials, or AOs). Thus, operational decision-making and funds control typically is not aligned. A major tenet of the DoD Reengineered Travel Concept of Operations is the integration of the authority for mission and the control of funds for travel in the AO, who usually is the supervisor or commander. The application of this tenet in the Reserve Components would offer discretion and flexibility for the AO to direct the terms of travel that best meet operational mission needs. The AO would approve the

travel mission, approve any amendments to the travel mission, and certify that the cost of travel is consistent with mission requirements. The present fragmentation of travel mission and budget in the Reserve Components appears to diminish mission flexibility, effectiveness, and efficiency. In the future, this encumbrance will become more problematic as the Reserve Components view and appreciate the AO flexibility that now is already being implemented within the Active Component.

Specific recommendation. The RRT Task Force recommends that:

(3-1) The Military Departments direct their Reserve Components to reengineer their travel administration business practices, with emphasis on travel authorization and reconciliation. This will enable the AO concept employed by the Reserve Components to comply with the DoD Travel Reengineering Concept of Operations and its inherent alignment of internal controls. This reengineering effort precede the automation of Reserve Component paper-based processes or incorporation into the DTS. The Reserve Components should reengineer their travel administration business practices in coordination with respective Military Service travel reengineering representatives, so that common and effective practices are implemented. Recommended completion date for Reserve Component reengineering of travel authorization processes is September 30, 1998.

2. Initiate data sharing between reengineered Reserve Component travel administration system and order-writer systems. The Reserve Components initiate a call to duty order that usually includes a travel request. Each Component has its own order-writing process that includes the authorization for pay and the authorization for travel (unlike the Active Component travel order that only authorizes travel). Travel authorization, therefore, is part of the Reserve Components' pay system. Because there is some data which is common to supporting systems, there are multiple inter-relationships among Reserve Component travel, pay, personnel, and accounting processes. Pay system interfaces are essential to the implementation of the DTS in the Reserve Component community, and support a prime objective of the task force, which is to meet operational mission requirements.

In order to integrate Reserve Component travel into the DTS, it will be necessary to initiate data sharing between the DTS and the Reserve Component order-writing systems. Either a travel voucher or a certificate of duty performance is used as the source document to initiate pay or personnel entitlements. The RRT Task Force recommends that data from the Reserve Component member's DTS Trip Record be queried (using the projected DTS management information capabilities and downloaded into a User Defined File (UDF) or transferred through a File Transfer Protocol (FTP)), and then routed from the DTS to the Reserve Component order-writer. The Reserve Component order writer then will distribute needed data to the appropriate pay and personnel systems. This electronic data sharing will obviate the need for Reserve Component administrative support staffs to input manually any redundant data.

The RRT Task Force noted that there are separate unit, regional, and headquarters order-writing and accounting systems that support Reserve Component travel processes, linked through manual practices or multiple system interfaces. These cumbersome practices and systems are symptomatic of stovepiped functional business processes and paper-based management systems, wherein each layer of management is awash in data, but lacks integrated information. Furthermore, the RRT Task Force noted that admini-strative staff personnel frequently provide travel arrangement services that are redundant to those which routinely are available from CTOs. Therefore, neither the administrative support personnel nor the CTO service is used to maximum efficiency.

Because of its commitment to institutionalize the DTS by the end of FY 2001, the Department will begin phasing out Military Service use of the current Integrated Automated Accounting System (IATS) travel computation system. The Department also has begun to realign travel management services in the Defense Finance and Accounting Service (DFAS), consistent with the DoD Travel Reengineering Concept of Operations. Furthermore, Service-unique CTO contracts will begin to be phased out, with the implementation of DTS CTO contracts, the first of which was awarded in May 1998. There is no reasonable alternative to Reserve Component travel administration other than to integrate its travel operations with the DTS as soon as possible. Fulfillment of this need requires the continued attention of senior DoD leadership, particularly within the Military Departments.

Specific recommendations. The Task Force recommends that:

(3-2) The Military Departments direct their Reserve Components to identify the data elements that are common to the DTS Trip Record and their Reserve Component order-writing systems. Recommended completion date: June 1998.

(3-3) The Military Departments direct their Reserve Components to identify their order writing system interface requirements (so that data in the DTS can be appropriately queried through an FTP or formatted into a UDF), and routed to their order-writing systems for further distribution to Reserve Component pay and personnel systems. The Military Departments also should fund necessary changes in order-writing programs. Recommended completion date: August 1998.

(3-4) The Military Departments direct their Reserve Components to complete the formatting of appropriate data elements to be pulled from the DTS, and complete the reprogramming of Reserve Component order-writing systems. This will enable the order-writers to accept DTS data and successfully distribute it to appropriate pay and personnel systems. The benefit of providing automated shared data from the DTS to the Reserve Component order-writing systems, and reengineering the Reserve Component authorization process, is that the work of administrative support staffs can be streamlined and reduced, thereby enabling these staffs more effectively to support Reserve Component travelers. Recommended completion date: January 1999.

3. <u>Overcome the lack of an automation link between the government and the traditional Reserve Component member</u>. The traditional Reserve Component member is called to duty from his or her home and, when duty is completed, the member returns home. Although some Reserve Component members are employed by the Department outside of Reserve duty, many others are employed randomly throughout the public and private sectors. Because Reserve Component members generally do not have access to DoD automation immediately before or after Reserve duty, they are limited in their ability to access the envisioned DTS or be integrated into the DoD Reengineered Travel Concept of Operations.

Absent a link from a personally-owned computer via the Internet, Reserve Component members will be required to work travel administration requirements through their administrative support personnel or through the designated CTO. Administrative support personnel or the CTO will initiate the traveler's DTS Trip Record, and administer electronic requirements of the DTS. This will result in a use of the DTS similar to that envisioned for the Active Component. The Reserve Components should begin immediately to develop strategies to link these travelers to government automation. These strategies may be demonstrated during the Reserve Component pilot program prior to the implementation of the DoD Reengineered Travel Concept of Operations in the Reserve Component environment.

The Reserve Components should plan for and implement a capability for Reserve Component travelers to use their own modem-equipped personal computers to interface with the reengineered travel process. This capability would allow the traveler to access the organizational computer server and the DTS Common User Interface (CUI) via NIPRNET Internet capability.

<u>Specific recommendations</u>. The RRT Task Force recommends that:

(3-5) The Military Departments direct their Reserve Components to develop strategies for Reserve Component Trip Records to be initiated either by the appropriate administrative support personnel or CTO so that Reserve Component travelers can be linked to government automation and the DTS. Recommended completion date: January 1999.

(3-6) The Military Departments direct their Reserve Components to work with the Defense Information Systems Agency (DISA) to investigate the feasibility of providing access for Reserve Component travelers (who already have their own personal computers and modems) to organizational computer servers via the NIPRNET. Recommended date for completion: September 1998.

4. <u>Implement current DoD reengineered travel policies in the Reserve Components</u>. Although individual installations do things differently, the Task Force found that many installations supporting the Reserve Components continue to practice old habits. For many Reserve Component units, travelers still are required to obtain paper certificates of

non-availability for government quarters, and to present original (versus photocopied or faxed) documents or business receipts, even for expenses less than $75. Travel orders may require travel from the official duty station, rather than from the location of the traveler.

With the exception of the Air Component, there is minimum use of the government contractor-issued travel charge card, despite DoD policy that promotes maximum card use. Throughout the Reserve Components, other than those of the Air Force, commanders are reticent to release travel cards due to the part-time nature of the traditional Reserve Component work force. There also is a misconception that charge card abuse cannot be disciplined if perpetuated by members while not in a duty status. This concern can be overcome through the use of optional services available in the government's travel charge card program (for example, the flexible activation option discussed below).

The incentives for using the travel card are poorly understood within many Reserve Component organizations, and many travelers regard the disincentives as personal and far outweighing the advantages--which are seen largely to be at the corporate DoD level. The practice of obtaining cash advances may be desired and considered to be a "break even" by some travelers, who then may never file a claim for travel reimbursement. This is because of the burdensome effort involved in completing a claim for travel reimbursement and negotiating the Component's voucher submission process, bureaucratic hurdles that are perceived to outweigh the value of the claim. Perpetuating this practice leads to substantial numbers of unliquidated obligations and a weakening of internal controls within Reserve Component travel.

The primary reasons for the Reserve Components to maximize implementation of the government travel charge card are to improve their budget execution, meet managerial cost accounting standards, and provide more effective and efficient reimbursement to travelers and to vendors. For example, the Task Force was informed at several focus group sessions that some training dollars, which are obligated during the year, are not reconciled in a timely manner. The focus groups said that, in fact, the availability of some funds may be lost each fiscal year due to long lag times in travel voucher submis-sions and the associated reconciliation of outstanding cash advances. The use of electronic travel charge card processes in the Reserve Components, supported by requirements for timely travel claim submissions by travelers, could accomplish the more timely reconciliation of financial accounts and return unused program training dollars to respective appropriations.

The RRT Task Force noted that the new government travel charge card contract awarded by the General Services Administration (GSA) contains numerous "value added options" which will support widespread issuance of travel charge cards with capabilities that mitigate risk. Examples of the value added options are: "flexible activation," whereby authority to use a travel charge card can be turned on and off coincidental with travel dates, and "stored value" cards, whereby a limited dollar amount, not greater than the estimated costs of a specific travel event, can be loaded onto the card. Each Military

Service has a point of contact for the GSA travel charge card effort, whose responsibility it is to identify and coordinate Service travel charge card requirements with the DFAS, which is the designated DoD-wide Program Management Office.

Specific recommendations. The RRT Task Force recommends that:

(3-7) Respective members of the Travel Reengineering O-8 Steering Group review the implementation of DoD Reengineered Travel policies in their Reserve Components, and initiate action to ensure that all applicable policies are institutionalized in the Reserve Components. Recommended completion date: not later than January 1999.

(3-8) Because the selection of appropriate charge card technology will support corrective action for high delinquency rates and inadequate internal controls in the Reserve Components' current travel administration processes, the following actions are recommended:

(a) That the Military Departments and their Reserve Components select the most appropriate value added options available from the DFAS-selected vendor under the new GSA travel charge contract, thereby enabling widespread implementation of the travel charge card in the Reserve Components; and,

(b) That the Military Departments direct their Reserve Components to implement maximum use of the government travel charge card.

Recommended completion date for implementation of the selected travel charge card in the Reserve Components: December 1998.

(3-9) Respective members of the Travel Reengineering O-8 Steering Group coordinate with senior internal management control program officials in each Reserve Component to eliminate internal control weaknesses associated with cash advances, cross disbursements, and travel charge card abuse. Required completion date: October 1999.

5. Simplify Reserve Component travel entitlements. With few exceptions, Reserve Component travel for active duty is provided and computed as in the Active Component. However, Reserve Component travel is complicated by: (a) differing approaches to initiating travel upon the call to active duty, (b) differences among the Military Services in deciding where the government's responsibility to pay for travel, and (c) the expressed need to be able to call someone to active duty from a location other than the home or unit location.

Simplification of travel entitlements for the DTS necessitated a standardization of entitlements for military and civilian travelers, and reliance on the Authorizing Official (AO) to prescribe the appropriate travel entitlements based on the mission to be performed rather than the status of the traveler. The same concept must be applied to Reserve Component to facilitate their integration into the DTS. Whatever changes are made must

be applicable for all travelers. In this respect, the RRT Task Force noted concern throughout the Reserve Components on two issues, as follows.

1. Reimbursement for travel to duty other than the normal drill site. The Reserve Component member who is traveling to his or her drill site is, in effect, "commuting to work." The cost of commuting to work has never been held to be a government responsibility. The entire federal sector uses the policy that it is the employee's responsibility to get to work. When the Reserve Component, however, requires people to travel to a different duty location, the government's responsibility only extends to the excess distance that personnel have to travel beyond that for which they would have been required to travel to get to work. This concept was retained for the Active Component in the DoD Simplified Entitlements, but the AO was given discretion to pay the excess cost of travel to an alternate site over the normal, cost of commuting to work. The same concept should be applied to the Reserve Component member who is asked to travel to a location other than his or her normal inactive training site.

2. Initiation of travel from a location other then home or unit. The RRT Task Force already has initiated action with the Per Diem, Travel and Transportation Allowance Committee (PDTATAC, or "the Per Diem Committee") to determine if it is legally permissible to initiate travel from a place other than home or unit location. Such a practice would be consistent with the authority that already exists in the Active Components to initiate travel from a leave site, when appropriate. The Per Diem Committee now is working with the Office of the General Counsel, Department of Defense to obtain a ruling.

Specific recommendations. The RRT Task Force recommends that:

(3-10) In lieu of establishing rules tied to definitions of home, unit location, and mileage rates, the Department should establish a policy that the government's responsibility for reimbursing mileage to the Reserve Component member is limited to the cost of that travel in excess of what the member normally would spend in getting to the normal inactive duty site. Assuming Reserve Component concurrence to this Report, the Per Diem Committee will initiate appropriate regulatory changes to be effective by the end of the 3d Quarter, FY 1998.

(3-10) The Per Diem Committee should obtain a ruling from the Office of General Counsel, Department of Defense regarding the initiation of travel from a place other than a home or unit location. Assuming Reserve Component concurrence to this Report, as well as legal sufficiency of the matter, the Per Diem Committee should initiate appropriate changes to the Joint Federal Travel Regulation with a goal of adoption by the end of the 3d Quarter, FY 1998. Furthermore, The Office of the Assistant Deputy Under Secretary of Defense (Transportation Policy) should incorporate changed policies in future GSA "City Pair" contract requirements to allow travel from places other than home or unit location when it is cost effective to do so.

6. <u>Establish coordinated management oversight for the Reserve Component travel reengineering process</u>. The Department's standing Travel Reengineering Working Group of DoD Component representatives at the O-6/GS-15 level should be expanded to include Reserve Component representatives (as determined by senior management). The DoD Travel Reengineering "O-6 Working Group" serves this purpose given its responsibility to set a strategy for and oversee travel reform issues, meet periodically with senior management, set performance goals and measures that implement streamlined business processes and reformed policies by dates certain, and develop corrective measures and take corrective actions as necessary. Additionally, executive level leadership at the O-8 level must review and approve a coordinated approach to implementing travel reform in the Reserve Components. The current DoD Travel Reengineering "O-8 Steering Group" also should continue its cognizance over Reserve Component travel reform. These groups are considered critical to the successful implementation of the Reserve Components into the DTS, as major policy issues remain to be resolved for the Reserve Components. Examples of the policy issues which the O-6 and O-8 groups typically will address will include:

(a) Establishing an AO framework that meets DoD and federal standards for travel reform and financial internal controls (including cross disbursement, fund certification, substantiation of business expenses, and random audit); and,

(b) Adoption of a value-added options for the government contractor-issued travel charge card that minimizes risk to the Reserve Component, maximizes utility to the Reserve Component member, and meets DoD corporate standards.

<u>Specific recommendation</u>. The RRT Task Force recommends that:

(3-12) The policy oversight provided by the Travel Reengineering Working Group and the Travel Reengineering Steering Group, to include Reserve Component travel reform issues, should be in place by May 1998. It is expected to be necessary for these groups to continue to meet as necessary for at least the next thirty-six (36) months.

CHAPTER 4
DATA FLOW OPTIONS

Summary

The envisioned Reserve Component reengineered travel process is, in general, the same travel process that is being implemented for Active Force and DoD civilian travelers. However, in addition to the travel process, the Reserve Components also need to share common data elements between their travel processes and their order writer systems, so that travel, pay, and personnel systems will contain common information. The DTS will be used to the fullest extent possible in order to gain all the inherent efficiencies and internal controls associated with the DoD Reengineered Travel Concept of Operations. The order writer systems will continue to be used as the means to estimate pay and allowance costs, document approvals for pay and personnel events, and generate obligations for personnel funding.

The Task Force identified two optional process flows that can be employed to accomplish the above goals: (1) the sharing of travel information from DTS to the order writer system to make a single decision on both travel and entry on active duty (and associated pay), or (2) the use of the DTS to make the decision on travel and the order writer system to make the decision regarding entry on active duty. In general, the RRT Task Force found Option #2 to be the preferred process flow, although individual members of the Task Force believed that their Reserve Component might prefer Option #1. The Task Force suggests that the Reserve Components select and pilot one option under a Reserve Component Pilot Program. Either option should be coordinated with DISA prior to demonstrating, piloting, or implementing that option. The imperative is that the decision regarding entry on active duty and the decision on travel be coordinated between the AO for travel and the AO for duty, to ensure full approval for the individual Reserve Component traveler.

Findings

Both Option #1 and Option #2 are technically feasible. Both options appear to meet the needs of Reserve Component travel reengineering. Based on a general analysis of the two options, however, Option #2 is considered to meet most requirements and to be the easier to implement. Furthermore, Option #2 requires no change to the DTS, and only a small timing adjustment to the same process flow as will be used by Active Component and

DoD civilian travelers. However, Option #2 does require programming changes to the Reserve Component order writing systems. A flow chart depicting each option is shown, respectively, as Figure 1 and Figure 2. A general narrative for each option follows.

FIGURE 1 (OPTION #1)

The methodology depicted assumes that a single decision will be made for both pay and travel at one time. This process flow uses the current Reserve Component order writer system to initiate the decision process, compile common information, and present the results to a decision authority. This process would require either (a) a manual input of information from the order writer to the DTS, or (b) a modification to both the order writer and the DTS that enables the automated transfer of data. The Task Force considered neither cost nor an ability of the DTS contractor to support this option in developing this process flow.

Pre-Travel

1. Mission Review and Approval. This is a high level acceptance of the mission based upon general requirement criteria and a very rough cost estimate. It is accomplished at the level within the Reserve Component that receives the mission request from external sources. If the mission involves training, the mission review and approval is accomplished during annual training plan development.

2. Order Writer Input. This step begins the formal and detailed mission planning. It is preceded by the local determination that an individual is available to meet the mission. Based on this decision, the actual travel and duty requirements are documented (usually on a paper request form or via phone conversations). The Reserve Component unit support personnel take the event parameters and enter the information into the order writer system. The order writer system produces two outputs, i.e., it forwards the basic travel information for use in the DTS to establish the initial trip record, and begins the process of estimating the manpower costs for the duty period.

3. Establish a Trip Record. The DTS will receive input from the order writer system and a trip record will be established.

4. Development of a "Should Cost." The DTS develops a travel cost estimate based on the event travel requirements and available travel services. This triggers the booking of travel arrangements (Step 4 a). The DTS will forward the "should cost" and travel itinerary to the order writer system.

5. Cost Estimation. The order writer system will pair the manpower cost estimate (internally generated) with the travel "should cost" (DTS generated) and check for funds availability.

6. Funds Availability Check. The order writer system will check to ensure that sufficient funds are available to complete the intended event.

7. Approval of Orders. The mission planning, travel "should cost" and total costs will be reviewed and the request will be approved or disapproved. Approval may require digital signature to record the approval in DTS. The approval also will result in the publishing of the order (Step 7a) and pass a message to obligate pay funds (Step 7b).

8. Approve Trip Record. This is the formal recording of the travel Authorizing Official's (AO) decision in DTS. It requires AO digital signature and electronic connectivity with DTS. It results in two simultaneous actions (1) sending a message to DFAS for the obligation of travel funds (Step 8a), and (2) approving the issuance of transportation tickets (Step 8b). (Note: Ticket issuance may not occur until a date closer to the actual travel date.)

Post-Travel

9. Traveler Automation. This decision step will be used to enter actual travel expenses into DTS. If the traveler has an automated link to DTS, he or she will enter the information and digitally sign the trip record. If the traveler does not have an auto-mated link to DTS (Step 9a), he or she will sign a paper copy of the trip record that lists the actual trip expenses. The trip record then must be forwarded to a designated Component activity by mail or telefax. The Component activity will update the electronic trip record in the DTS (Step 9b). (Note: This procedure will necessitate that the Component activity store a paper copy of the document signed by the traveler for audit purposes.)

10. Update Trip Record. The Component activity will update the electronic pre-travel trip record that is in the DTS (Step 9 b). (Note: This also will require the Component activity to store a paper copy of the document signed by the traveler for audit purposes.) The DTS will record the input and determine whether a new "should cost" estimate is required based on actual travel information.

11. Recompute. The DTS will compute the expenses that are reimbursable to the traveler based on policy, approved pre-trip authorizations and note any travel changes that require the AO to approve changes to the pre-trip information.

12. AO Approval. The AO will review the updated, electronic, post-travel trip record in the DTS, approve any changes or amendments as required, and approve the amount of the traveler's claim for reimbursement. This will result in electronic notification to the accounting system (Step 12a) and notification to the disbursing office (Step 12b) of the amount to disburse.

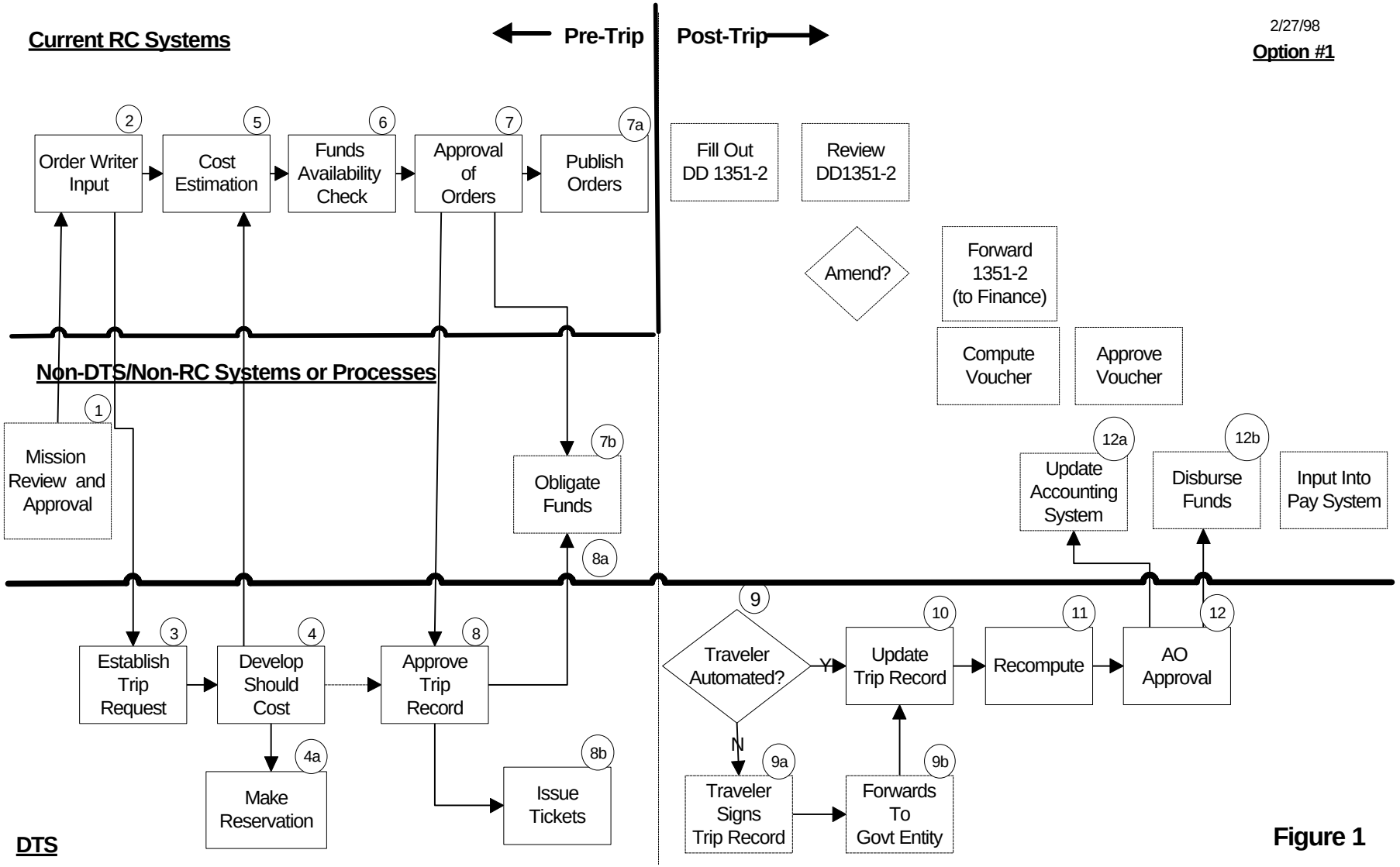

Current RC Systems
Pre-Trip
Post-Trip
2/27/98
Option #1
2
Order Writer Input
5
Cost Estimation
6
Funds Availability Check
7
Approval of Orders
7a
Publish Orders
Fill Out DD 1351-2
Review DD1351-2
Amend?
Forward 1351-2 (to Finance)
Compute Voucher
Approve Voucher
Non-DTS/Non-RC Systems or Processes
1
Mission Review and Approval
7b
Obligate Funds
12a
Update Accounting System
12b
Disburse Funds
Input Into Pay System
8a
9
Traveler Automated?
Y
10
Update Trip Record
11
Recompute
12
AO Approval
3
Establish Trip Request
4
Develop Should Cost
8
Approve Trip Record
N
9a
Traveler Signs Trip Record
9b
Forwards To Govt Entity
4a
Make Reservation
8b
Issue Tickets
DTS

Figure 1

FIGURE 2 (OPTION #2)

Option #2 is the RRT Task Force's preferred process flow. This methodology uses the data elements inherent in the DTS trip record as the source information to be used by the order writer system. This option recognizes that two separate decisions must be made; one for travel and one for entry onto active duty (and associated pay). Using this methodology, the travel decision is made prior to the pay decision. Any changes resulting from the pay decision may require changes to the travel decision.

Pre-Travel

1. Mission Review and Approval. This is a high level acceptance of the mission based upon general requirements and a very rough cost estimate. It is accomplished at the first echelon of the Reserve Component that receives the mission request from external sources. If the mission involves training, the mission review and approval is accomplished during development of the annual training plan.

2. Establish Trip Record. A trip record will be created in the DTS. This can be initiated by the traveler who has access to government automation, the administrative support personnel, or by a phone call from the traveler to the servicing CTO.

3. Develop a "Should Cost." The DTS will develop a "should cost" for travel according to the information provided for the event and based on available travel services (Step 3a).

4. Approve Trip Record. The AO will review the "should cost" and approve the conditions of travel. At this point, the trip record will remain in the AO's system que. Using the management information system already inherent in the DTS, the Reserve Component will use a pre-formatted User Defined File (UDF) or File Transfer Protocol (FTP) and direct an automated "pull" of common data elements from the DTS, and route it to the order writer.

5. Order Writer Input. This step is the automated acceptance of the DTS data elements, and appropriate routing of the common data from the order writer to the appropriate Reserve Component pay and personnel systems.

6. Cost Estimation. This involves the cost estimation of pay and allowances only. It also pairs the pay and allowance cost estimate with the travel "should cost" to produce a total event cost.

7. Funds Availability Check. The order writer system will check to ensure that sufficient funds are available to complete the intended event.

8. Approval of Orders. If funding is available and the mission remains a priority, the pay and allowance portion of the trip will be approved. This will result in the simultaneous

publishing of orders (Step 8a), the sending of a message to the accounting system to obligate funds (Step 8b) for pay, and the sending of a message to the travel AO that the travel request is available for approval.

9. Approval of the Trip Record. The AO will retrieve the trip record request in the system que, approve the trip record and attach his or her digital signature. The DTS then will generate and transmit an EC/EDI transaction to the DoD Component accounting system. Transportation tickets may be issued at this point in time.

Post-Travel

10. Traveler Automation. This step will determine the means to be used to enter actual travel expenses into DTS. If the traveler has an automated link to the DTS, he or she will enter the information and digitally sign the trip record. If the traveler does not have an automated link to DTS (Step 9a), he or she will update a paper copy of the trip record with the actual trip expenses, sign it, and forward it to a designated Component activity via mail or datafax. The Component activity will enter the actual post trip information into DTS (Step 9b). (Note: This procedure will necessitate that the Component activity store a paper copy of the document signed by the traveler for audit purposes.)

11. Update Trip Record. The DTS will automatically record the updated input and determine if a new "should cost" estimate is required based on actual travel information.

12. Recompute. The DTS will compute the expenses that are reimbursable to the traveler based on policy, approved pre-trip authorizations, and place edit checks on any travel arrangements which require the AO to approve changes to the pre-trip information.

13. AO Approval. The AO will review the electronic trip record, approve any changes or amendments as required and approve the amount for reimbursement, using digital signature. This will result in electronic notification to the accounting system (Step 12a) and notification to the disbursing office (Step 12b) of the amount to disburse.

Recommendations. The RRT Task Force recommends that:

(4-1) The Military Departments and their Reserve Components review the two options presented in this chapter, with a view toward identifying respective costs and feasibilities. Recommended completion date: June 1998.

(4-2) The Military Departments and their Reserve Components select a process flow to pilot. Recommended completion date for selection of a process flow: January 1999.

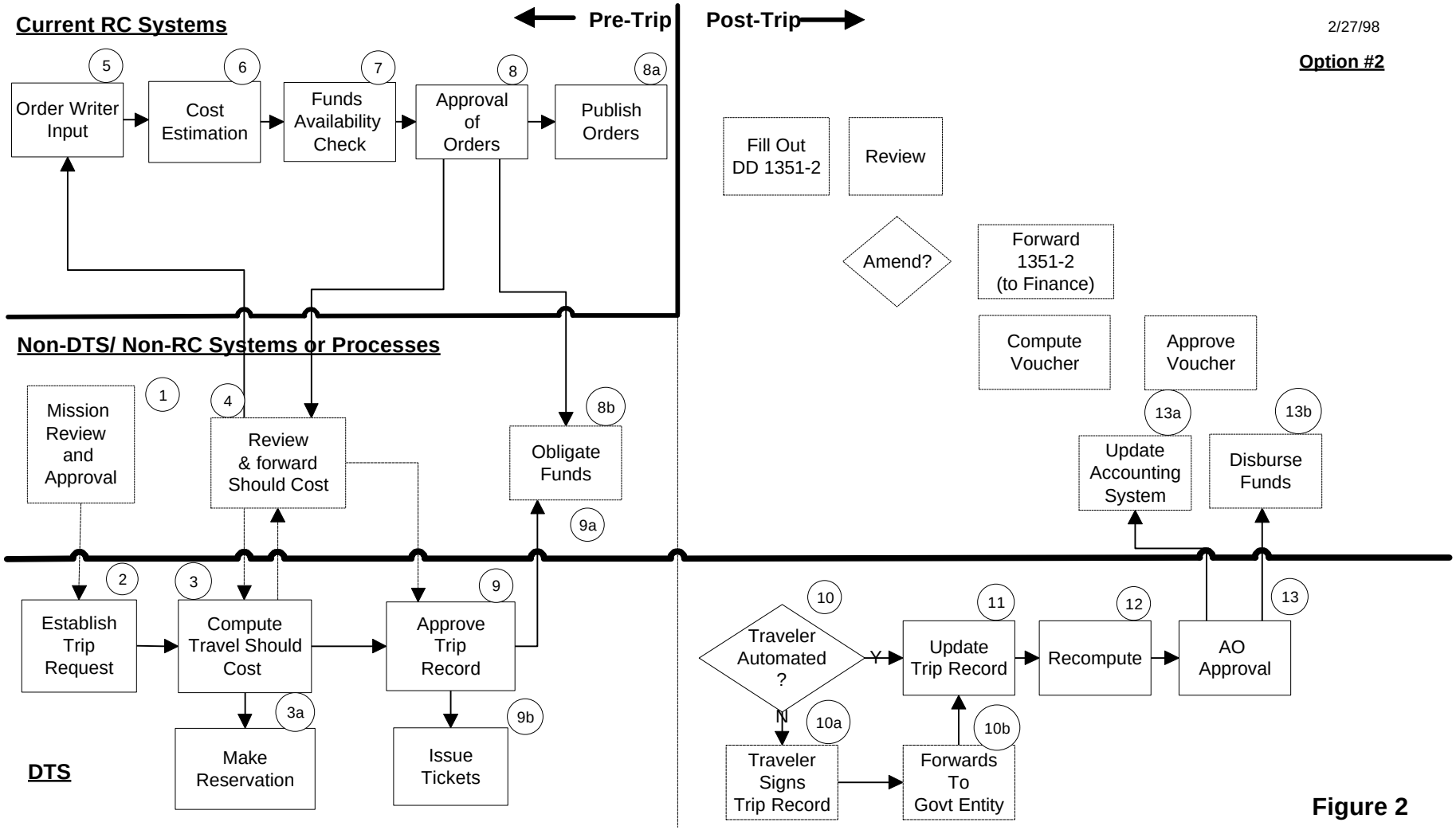

Current RC Systems
Pre-Trip
Post-Trip
2/27/98
Option #2
5
Order Writer Input
6
Cost Estimation
7
Funds Availability Check
8
Approval of Orders
8a
Publish Orders
Fill Out DD 1351-2
Review
Amend?
Forward 1351-2 (to Finance)
Compute Voucher
Approve Voucher
Non-DTS/ Non-RC Systems or Processes
1
Mission Review and Approval
4
Review & forward Should Cost
8b
Obligate Funds
9a
13a
Update Accounting System
13b
Disburse Funds
2
Establish Trip Request
3
Compute Travel Should Cost
9
Approve Trip Record
10
Traveler Automated ?
Y
11
Update Trip Record
12
Recompute
13
AO Approval
N
10a
Traveler Signs Trip Record
10b
Forwards To Govt Entity
3a
Make Reservation
9b
Issue Tickets
DTS

Figure 2

CHAPTER 5
AUTHORITY

Summary

Within the Reserve Components, approval for travel is a complex matter because, in most cases, authority for travel depends on the approval of funding for pay and allowances. Most Reserve Component travel results from of a call to duty. Thus, the approval of both events is necessary to support a mission requirement. The decisions for pay and travel are interrelated decisions that may be made independently, but not in isolation. The only exception to this requirement is the approval for travel of full-time Active Duty Reservists (Active Guard and Reserve or TAR), after they are brought onto active duty for up to 180 days. Once they have entered active duty, these members only require the approval for travel, not pay.

Initially, a macro-level approval for Reserve Component travel occurs during the pre-duty order/pre-trip mission analysis and mission acceptance. The mission analysis usually identifies the number of personnel required, the skills required, the period of duty required and the location. This mission analysis includes a generalized cost estimate of the personnel and travel costs. Once the mission has been accepted, an identification of specific individuals to conduct the mission will result in a more accurate and detailed costing of the support requirements. This is the detailed estimate on which actual travel approval is made for each individual.

The approval authorities for pay and travel are not necessarily the same person. In fact, the approval decisions may be made in separate organizations. Because of the interrelationship between the two decisions, it is absolutely necessary that they be closely coordinated. Ideally, both decisions would be supported by a single request. The DTS, however, is a travel administration system, not a pay administration system. Therefore, it is necessary that the personnel decisions be made in separate systems.

Under the DoD reengineered travel concept, the approval authority for travel (the AO) should be delegated to the lowest echelon consistent with mission approval and budgetary authority. Even though the decision on AO placement is left to the discretion of the Military Service, the sharing of common data between the DTS and the Reserve Component order writer systems will facilitate decentralization of travel authority where desirable. Each Reserve Component should consider the trade-off implications associated

with where to place the travel approval. The Reserve Components also must be advised that the DTS requires the AO to be linked electronically so that approval can be transmitted to the DTS trip record via digital signature.

The ability to decentralize the decision authority for travel depends on the nature of the duty. On certain types of Reserve Component tours of duty (e.g., Annual Training), the authorization for call to duty is regulated by statutory authorities. In these cases, approval authority for travel can be decentralized more easily because the mission and the budget for these types of tours is established in advance of each fiscal year and seldom, if ever, is disapproved. The decision authority for discretionary tours of duty (e.g., Active Duty for Special Work) must be closely controlled, because these missions must be approved based on the priority of the mission as well as on the funding available. This latter category may require more centralization of approval authority.

Recommendation. The Task Force recommends that:

(5-1) The Military Departments direct their Reserve Components to examine their current business practices and identify the lowest practical echelon where the approval authority for travel can be placed, consistent with the DoD Reengineered Travel Concept of Operations. Recommended date of completion: September 1998.

CHAPTER 6
ARRANGEMENTS

Summary

In order for the Reserve Components to benefit fully from the DTS, they will need to make use of routine CTO contracted services. The Reserve Components also must overcome the lack of automation available to traditional Reserve Component members in order effectively to use the DTS.

Background

Variations in travel arrangements. Currently, travel arrangements for Reserve Compo-nent members are made by the individual traveler, full-time unit administrative support personnel, program managers, or transportation offices. Travel arrangements are made through several sources: through the servicing CTO; directly with the airlines, govern-ment and commercial lodging facilities or car rental agencies; and through professional travel agencies. In fact, travel arrangements sometimes are made through several sources for a single trip event. Members rely heavily on their full time administrative support personnel, program managers or transportation offices to make those travel arrangements.

Reserve Component members often travel in groups. In these instances, it is easier and more efficient for full-time administrative support personnel to coordinate both the travel and the calls to duty. Conversely, IMA and IRR categories of Reserve Compo-nent members normally travel alone. These personnel often make their own arrange-ments through whatever means is convenient. These members (as well as those in other categories) often are not aware of--or do not use--the toll free numbers or services provided for CTO travel services. Many other members also make their own reservations and do not use a CTO. These non-standard processes cause administrative difficulty in tracking travel not performed, can result in untimely refunds for unused tickets, and may result in incurring expenses that are not reimbursable to the traveler.

Longer lead-time. The process of arranging Reserve Component travel typically requires a longer lead-time, for many of the reasons cited above. In addition, specific arrangements are subordinate to other factors. Administrative personnel must ensure that adequate funding is available for pay, allowances and travel. Other factors include: eligibility for attendance to schools, and the ability to meet medical and physical requirements.

Frequently, administrative support personnel make travel arrangements and obtain tickets 30 - 45 days prior to travel in order to have tickets and itineraries available for distribution during the unit training assembly weekend prior to the mem-ber's travel. Administrative support personnel also may mail tickets and itineraries to members, or may deliver them to travelers. Furthermore, Reserve Component members require advance notice of duty to plan their absence with their civilian employers.

Findings

- **Limited use of CTOs**. The Task Force found that administrative support personnel and individual travelers do not maximize the services routinely offered by the CTOs that are contracted to serve their respective organizations. Many units provide redundant services (e.g., making travel arrangements, picking up and mailing tickets or personally distributing tickets) that could be performed more efficiently by a CTO. There also is a common lack of knowledge of services available, such as fare discounts and commission sharing associated with CTO use.

- **Lack of automation**. Because many Reserve Component members are not linked to government automation, there may be difficulty accessing the DTS and initiating a DTS trip record. In such cases, the trip record would be initiated and updated either by administrative support personnel or CTO personnel on behalf of the traveler. Conversely, the traveler who owns a personal computer and modem could be given access to the DTS through his or her organization's computer server via Internet/NIPRNET.

- **Minimum use and availability of E-tickets.** Throughout its site visits, the Task Force noted widespread variances in the use of airline electronic tickets ("e-tickets"). Greater use of these electronic tickets could enhance significantly the Reserve Components' travel processes. Electronic tickets reduce the number of prepaid tickets, eliminate the workload associated with lost paper tickers, and are more quickly and easily reconciled with transportation billings.

- **Coordination for lodging**. Reserve Component members often are provided lodging at no cost to the member. (Note: The cost of lodging is billed to the unit's government purchase card or billed directly to the unit.) Costs are charged against contract funds, not travel funds. Many personnel on IDT rely on such arrangements for lodging. If duty orders are issued for IDT, those orders will state the dates the member will be performing IDT. These orders are provided to the gaining installation's Lodging Services to notify them not to charge the member for lodging during these dates. It will be necessary, under the DTS, that administrative support personnel, the CTO, or the traveler who books the reservations, be aware of this nuance and account for it appropriately in the DTS trip record.

- **On-base lodging deficiency**. Installation Lodging Services often accept and confirm reservations for Reserve Component members to stay in on-base lodging. However, the Task Force learned that when Reserve Component members report to installation lodging offices, the reservations may not be honored or may be revoked during the stay. The Task Force repeatedly was told of cases where a member returned to his room in on-base lodging after a day's duties, only to find that his personal property had been moved out in his absence, and his room reservation canceled. Members then may be given contract quarters or a non-availability number but, frequently, the traveler is left to obtain alternative lodging. This circumstance significantly impacts the budget of the unit to which the member belongs, since the cost of off-base quarters was not included in the trip authorization process. In such a case, the Reserve Component member is burdened additionally because he or she typically was not issued a government wide travel charge card to pay for expenses, so the additional expense must be borne by the traveler until he or she can obtain a cash advance or is reimbursed for travel expenses. Finally, it is not supportive of the mission where the member must take time away from training to make alternative lodging arrangements. Such treatment also is deleterious to morale.

- **Use of administrative support staff.** Manual entry of travel information will remain a fact of life for many Reservist Component members. The Task Force believes that the most appropriate place to assign this manual input workload--both pre- and post-travel--could be with the existing administrative support staffs. This is a role that, to a certain extent, those staffs already perform. Another option would be for the CTO to initiate the trip record.

Recommendations. The RRT Task Force recommends that:

(6-1) The Reserve Components review the RRT Task Force findings regarding the initiation of the DTS trip record, determine the costs associated with this requirement, and determine who will initiate the trip record for those Reserve Component travelers who do not have access to government automation (e.g., administrative support staff, or CTO). Recommended completion date: January 1999.

(6-2) The Reserve Components increase the use of e-tickets as that service becomes available at specific sites. This tool is even more valuable for the Reserve Components due to the geographic separation of travelers from their organizations.

(6-3) The USD(C) coordinate with the USD(P&R) to influence base lodging policies to provide improved customer services to Reserve Component travelers, including implementing procedures to obtain alternative lodging and transportation for those travelers whose lodging reservation either is not honored or is terminated early. Recommended completion date: September 1998.

CHAPTER 7
PAYMENT

Summary

Since October 1995, the maximum use of the government travel charge card has been the Department's policy to pay for travel expenses. This policy, however, has not been implemented widely in the Reserve Components, with the exception of the Air Component. The RRT Task Force validated that four payment methods currently are being used to finance Reserve Component travel expenses: the government travel charge card, cash advances, the traveler's own resources, and centrally billed accounts.

While the number of Reserve Component cardholders has increased since 1995, the travel card still is not widely issued in most parts of the Army, Navy and Marine Corps Reserve Components. Many advantages of the fully automated DTS are predicated upon use of the travel charge card. For the organization, the travel charge card assures access to discounted city pairs fares, faster reconciliation of accounts (and, by association, faster reallocation of travel funds to the training budget), and more accessible manage-ment information. For the traveler, the travel charge card speeds reimbursement and simplifies the traveler's ability to comply with DoD requirements for receipt retention. The RRT Task Force proposes a range of strategies to increase the issuance and use of the travel card, and to remove its perceived organizational and cultural disincentives.

Findings

The proportion of members who are cardholders is significantly smaller in the Reserve Components, when compared with statistics for Active Component members and DoD civilian employees.

As the tables below demonstrate, enlisted members are less likely to be card-holders in all Military Services, and the incidence of card possession among enlisted members of the Army and Marine Corps Reserve Component is very low. Focus groups in all Military Services commented that the incidence of card possession in the Reserve Components was even lower for traditional (part-time) members.

Number of DoD Personnel with Travel Card, December 1997

COMPONENT	TOTAL	ACTIVE DUTY	SELECTED RESERVE	CIVILIAN EMPLOYEES
Army	278,961	125,965	36,306	116,690
Navy	153,409	62,413	16,107	74,889
Marine Corps	39,268	32,498	2,604	4,166
Air Force	425,230	247,455	92,572	85,203
OSD/Def Agencies	52,260			52,260
Total	949,128	468,331	147,589	333,208

Percentage of DoD Personnel Cardholders by Category, December1997

	ACTIVE DUTY		SELECTED RESERVE		CIVILIAN EMPLOYEES
	Officers	Enlisted	Officers	Enlisted	
Army	61%	19%	15%	5%	47%
Navy	47%	11%	22%	15%	39%
Marine Corps	67%	13%	20%	4%	26%
Air Force	73%	65%	55%	50%	49%
Other Defense					42%

Source: Defense Manpower Data Center (DMDC) match of DoD personnel files (military and civilian) with American Express individual travel card files for December 1997.

Several factors were raised by commanders with whom the RRT Task Force met and discussed the issue. The principal reasons cited for low incidence of card possession are (1) the perception that charge card issuance is inappropriate for infrequent travelers (believed to be the majority of Reserve Component members), (2) the high turnover of more junior members, and (3) the problems of delinquency among some cardholders.

As a first step, the RRT Task Force explained that members who travel once or more per year should be considered repeat travelers and, therefore, correctly eligible for issuance of some form of travel card. Regardless of volume of repeat travel events, or rank/grade of most cardholders, the RRT Task Force believes that the newly awarded travel charge card task order offers risk mitigation options for use within the Reserve Components. These new tools, may be used in combination. They include:

- Credit checks of applicants for travel cards (since over 95 percent of previous travel cardholders, whose government travel cards were canceled, had a history of personal credit card abuse).

- Flexible Activation cards. These cards can be turned on and off coincidental to the dates of the member's travel event.

- Pre-funded cards. These are temporary cards on which the estimated cost of travel, based on the computed "should cost" of travel, is encoded as a credit limit.

- Retail blocking. Cards activated with this capability contain a special artificial intelligence that enables certain types of purchases to be prohibited from purchase (e.g., retail purchases, retail purchases above a certain limit, or retail purchases from some outlets known to never be associated with official travel).

Another feature associated with the travel charge card is the use of split disbursement in the voucher and settlement process. The DTS post travel trip record is expected to default to the selection for split disbursement. This will enable the DoD disbursing office to pay all reimbursable expenses for lodging, meals, rental cars and taxis, and other authorized expenses that are charged to the travel card directly to the charge card issuer, at the same time that the federal traveler is reimbursed for his or her incidental expenses.

The RRT Task Force observed several innovative approaches to dealing with the challenges of credit card issuance in the Reserve Component. The following approaches exemplify several of the features contained in the new GSA travel charge card contract:

The Missouri Army National Guard (ARNG) pre-funds the travel card: the United States Property and Fiscal Officer (USPFO) calculates the credit limits manually, based on the travel orders and lodging requirements. This limit then is applied to the travel charge card. While the USPFO acknowledges this process is time consuming, it improves the support for travel administration available for the Missouri ARNG. The Missouri USPFO also gets a weekly summary of charges to cards, and sends monthly reports to supervisors concerning unauthorized expenditures. The system automatically initiates a follow-up message to each traveler who has not filed a voucher within 30 days of completing travel. The USPFO believes these strategies are responsible for the low incidence of card abuse and delinquency. Also, if a travel voucher is not filed within 30 days, a report is produced for USPFO use in following up, thereby alleviating to some extent the problem of unliquidated obligations.

The Texas ARNG has introduced a pre-funded, flexible activation card that links the traveler, the travel card issuer, and the government. The Texas ARNG initiative has the following features: it is turned on for period from 2 days before travel to 2 days after travel, with the unit determining the time duration for which the card will be active. The process will be used by all travelers, including traditional Guardsmen. Considerable emphasis has been put on training.

Recommendations. The RRT Task Force recommends that:

(7-1) The Military Departments and their Reserve Components review the new "value added options," available under the DoD task order to the GSA card contract. Tools that satisfy DoD requirements for improved accounting and reconciliation and minimize risk to the Reserve Components and travelers by curbing abuse, reducing delinquency, and providing timely managerial information. The Military Departments should determine which suit best and apply them where appropriate. Recommended date for completion: April 1998.

(7-2) The Military Departments and their Reserve Components emphasize the use of split disbursement as a tool to provide timely reimbursement of the traveler as well as the government travel card vendor. Recommended date for completion: June 1998, with follow-up training to be conducted indefinitely.

(7-3) The USD(C) should address the issue of Reserve Component members who also are DoD employees, and establish a policy regarding the appropriateness of holding separate travel charge cards for each status. Recommended date for completion: June 1998.

(7-4) The Military Departments direct their Reserve Components to implement current DoD policy to maximize issuance of the travel charge card. Recommended date for completion: September 1998.

(7-5) The DFAS Project Management Office (PMO) for Travel Card--in conjunction with supported DoD Components--design, test, and implement controls over travel charge card usage by Reserve Component members. Recommended date for completion: October 1999.

CHAPTER 8
RECONCILIATION

Summary

The process of reconciling Reserve Component travel does not differ from the procedures mandated in the "DoD Financial Management Regulation." In order to accomplish the reconciliation process for Reserve Component travel, necessary analysis must be performed to ensure that reconciliation is made for pay and personnel requirements. Two types of data file analysis must be maintained. The first type (data integrity) ensures that a basic level of data file accuracy exists. The second type aids in transforming data into information that resource managers can use in evaluating past budget execution performance, making decisions, and establishing future performance goals.

The absence of an enforced policy of accurate and timely reconciliations can produce negative consequences. The Task Force was informed at several focus group sessions that some training dollars which are obligated during the year are not reconciled in a timely manner. The focus groups said that the availability of some funds may be lost due to long lag times in travel voucher submission and the associated reconciliation of outstanding cash advances. (Some travelers may never file travel vouchers because they have received substantial cash advances for travel, they consider the voucher submission process to be burdensome, and they believe the cash advance to be an adequate "break even" reimbursement for travel.) The use of electronic charge card processes in the Reserve Components, supported by requirements for timely voucher submissions by travelers, could lead the Components to increase the value of their training budgets.

Findings

1. Inappropriate business practices impede correct account information. Certain Reserve Component organizations continue routine use of cash advances in lieu of issuing travel charge cards. The use of cash advances is preferred by some travelers and considered to be a "break even" in lieu of travel voucher settlement. This practice incentivizes untimely travel voucher settlements or substantial amounts of unliquidated obligations. The need to track and collect cash advances also raises internal control concerns. The RRT Task Force observed that some travelers do not pursue reimbursement because the cash advance received is considered to be "close enough," and because

the effort involved in the completion and submission of claims for travel reimbursement is considered to be burdensome. These processes are perceived to outweigh the value of a settlement claim.

2. Significant issues impede the timely submission of travel vouchers. The process used to submit claims for reimbursement takes longer within many Reserve Components. The primary reasons include unfamiliarity with the claim submission process and the lack of connection to automated DoD travel systems. The Task Force suggests that the Reserve Components need to define the organization or person who will initiate and update the travelers' DTS trip records. Furthermore, the Reserve Components need to offer Internet/NIPRNET access the DoD travel systems for their members who already have a personal computer and modem.

3. Current Reserve Component travel processes contain multiple sources of authority, resulting in fragmented unpredicted changes to travel entitlements and Military Service accounting systems. Although Reserve Component pay and travel processes are inextricably linked, there is no alignment of AOs for travel across different echelons. This condition results in fragmented sources of accounting information, as well as untimely or inaccurate accounting information.

4. Current Reserve Component travel and pay systems have inter-relationships that, if separated, can result in inaccurate travel, pay, and personnel and pay entitlements. Travel management information frequently is considered the most accurate source of information for Reserve Component duty. Consequently, it is necessary to match dates of travel with dates of duty.

Recommendations. The RRT Task Force recommends that:

(8-1) The USD(C) establish, and enforce, a consistent requirement for submission of claims for reimbursement by the traveler. The RRT Task Force recommends that this requirement be addressed in forthcoming USD(C) issuance on DoD Substantiation Policy. Recommended completion date: June 1998.

(8-2) The Military Departments direct their Reserve Components to review and implement current reengineered travel policies (particularly those associated with maximizing the issuance of the travel charge card) and the DoD Reengineered Travel Concept of Operations (particularly as it relates to the internal control processes to satisfy authorization and reconciliation requirements). Recommended completion date: January 1999.

(8-3) The PMO-DTS identify the maximum number of appropriations that can be used by the DTS to link dates of travel with the lines of accounting that will pay for dates of duty in specific Reserve Component duty categories. Recommended completion date: June 1998.

(8-4) The USD(C) and DFAS ensure that DFAS and Military Service financial systems are able to support electronically the use of multiple lines of accounting on any one DTS Trip Record, so that information from any one DTS trip record with multiple lines of accounting or multiple fiscal station numbers (FSNs) can be processed appropriately by DFAS and Service financial systems. Recommended completion date: January 1999.

(8-5) The Reserve Components identify the appropriate DTS data elements to be shared with their order writing systems, and determine the appropriate User Defined File (UDF) or File Transfer Protocol (FTP) format that will be used to pull data to be shared from the DTS to the order writer system. Recommended completion date: August 1998.

(8-6) DFAS will work with the Military Services to develop a strategy for reducing cardholder abuse of the travel card. Recommended date for completion: September 1998.

Appendix A

UNDER SECRETARY OF DEFENSE
1100 DEFENSE PENTAGON
WASHINGTON, DC 20301-1100

COMPTROLLER

JUN 23 1997

MEMORANDUM FOR UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

INFO COPY: SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF

SUBJECT: Management Reform Memorandum #14 -- Reengineering Permanent Change of Station (PCS) and Inactive Reserve Travel

The Secretary has directed that we undertake a revolution in business practices in conjunction with the Quadrennial Defense Review. When he was in the United States Senate, Secretary Cohen was instrumental in launching the travel reengineering effort for temporary duty (TDY) travel that is currently underway in the Department. We are now at a point where the TDY travel reengineering effort needs to be extended to cover PCS travel and travel of inactive reserves.

I am asking the Director of the Travel Reengineering Office to develop a blueprint for inactive reserve and PCS travel reengineering. The blueprint will be coordinated and implemented jointly by the Under Secretary of Defense (A&T), the Under Secretary of Defense (P&R) and the Under Secretary of Defense (C). I would ask that a blueprint of the plan be delivered by July 21, 1997.

Your cooperation in supporting this evaluation will be appreciated.

In approximately two weeks from the date of this memorandum, I will have my secretary arrange for a meeting with the task force to obtain a status report on how this effort is proceeding.

John J. Hamre

Appendix B

OFFICE OF THE SECRETARY OF DEFENSE

WASHINGTON, DC 20301-1000

15 AUG 1997

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
DIRECTOR, DEFENSE RESEARCH AND ENGINEERING
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES
DIRECTOR OF RESERVE TRAINING, UNITED STATES COAST GUARD
PROJECT MANAGER, DEFENSE TRAVEL SYSTEM

SUBJECT: Department of Defense (DoD) Task Force to Reengineer Ready Reserve Travel

Recent success in our initiative to reengineer travel makes this an opportune time to extend the lessons learned from this effort to conduct a comprehensive review of Department of Defense Ready Reserve Travel (RRT). Accordingly, as directed in Management Reform Memorandum #14, we are establishing a "Department of Defense Task Force to Reengineer Ready Reserve Travel."

This task force will use a "clean sheet of paper" approach as it evaluates and analyzes the inactive reserve travel process. Specifically, the task force will develop a fair and equitable inactive reserve travel system for all DoD Components. At a minimum, the system must: (a) meet the operational mission requirements for the Department; (b) improve service to the customers of the Department; and (c) reduce overall cost to the government. The task force will consider the views of all stakeholders of the RRT system, including the financial, functional, reserve, and entitlement communities. The recommendations must be based on best commercial practices and will maximize private sector participation.

The task force will document fully all analyses, develop a strategic plan (which describes the conceptual framework), and develop a transition plan (which outlines how the new concepts will be implemented). The task force review will include all aspects of RRT, policy, regulations, and integration into the Defense Travel System (DTS) services. The task force is expected to report findings and recommendations in January 1998.

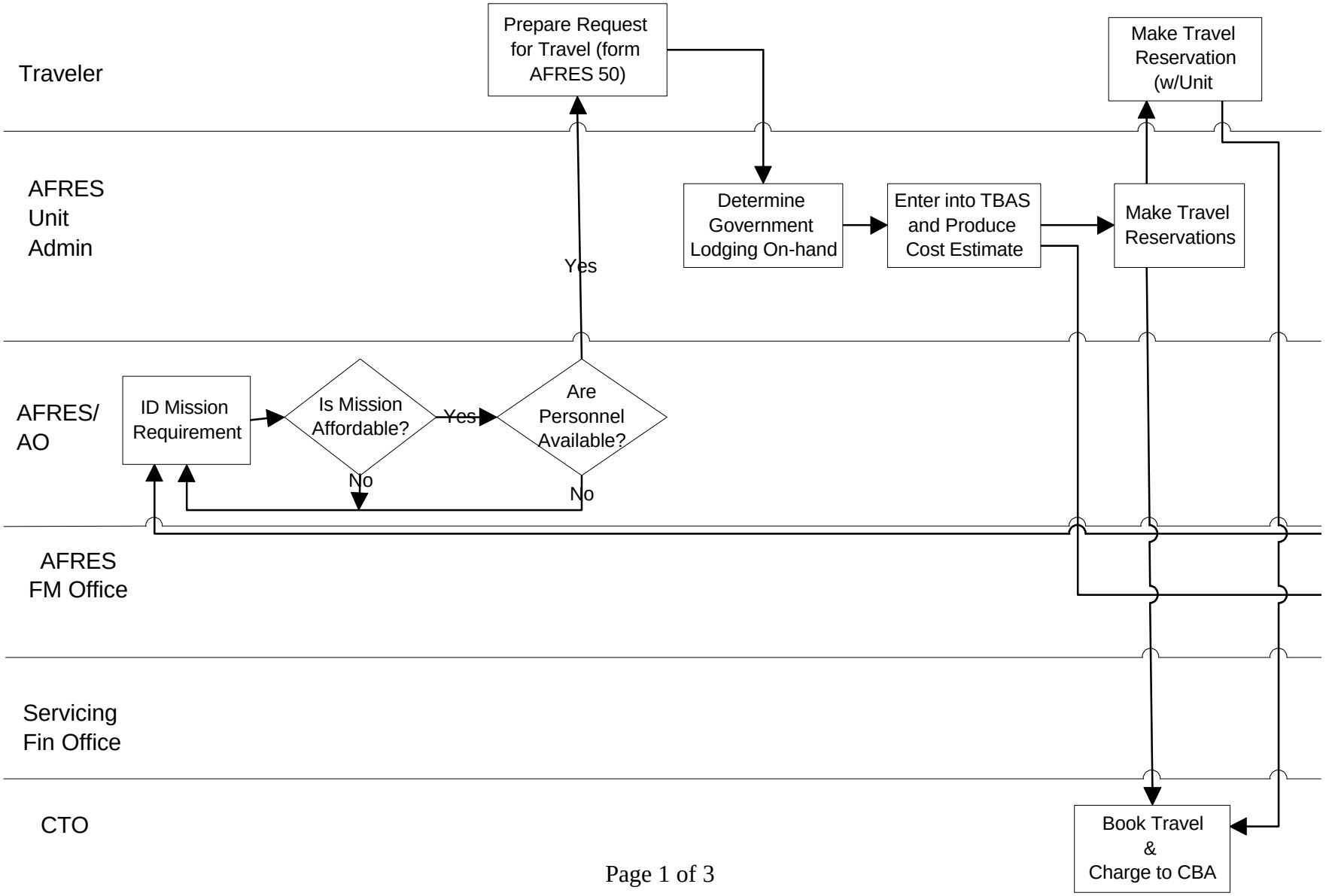
We solicit your support in assisting the task force in their efforts and look forward to working with you to improve our current reserve Component travel system. Ms. Claudia Hickey, Office of the Under Secretary of Defense (Comptroller) at (703) 693-2423, Colonel Stephen Westbrook, Per Diem Travel and Transportation Allowance Committee at (703) 325-1420, and Mr. Wayne Spruell, Office of the Assistant Secretary of Defense (Reserve Affairs) at (703) 693-7490 will co-chair the task force.

Under Secretary of Defense
(Personnel and Readiness)

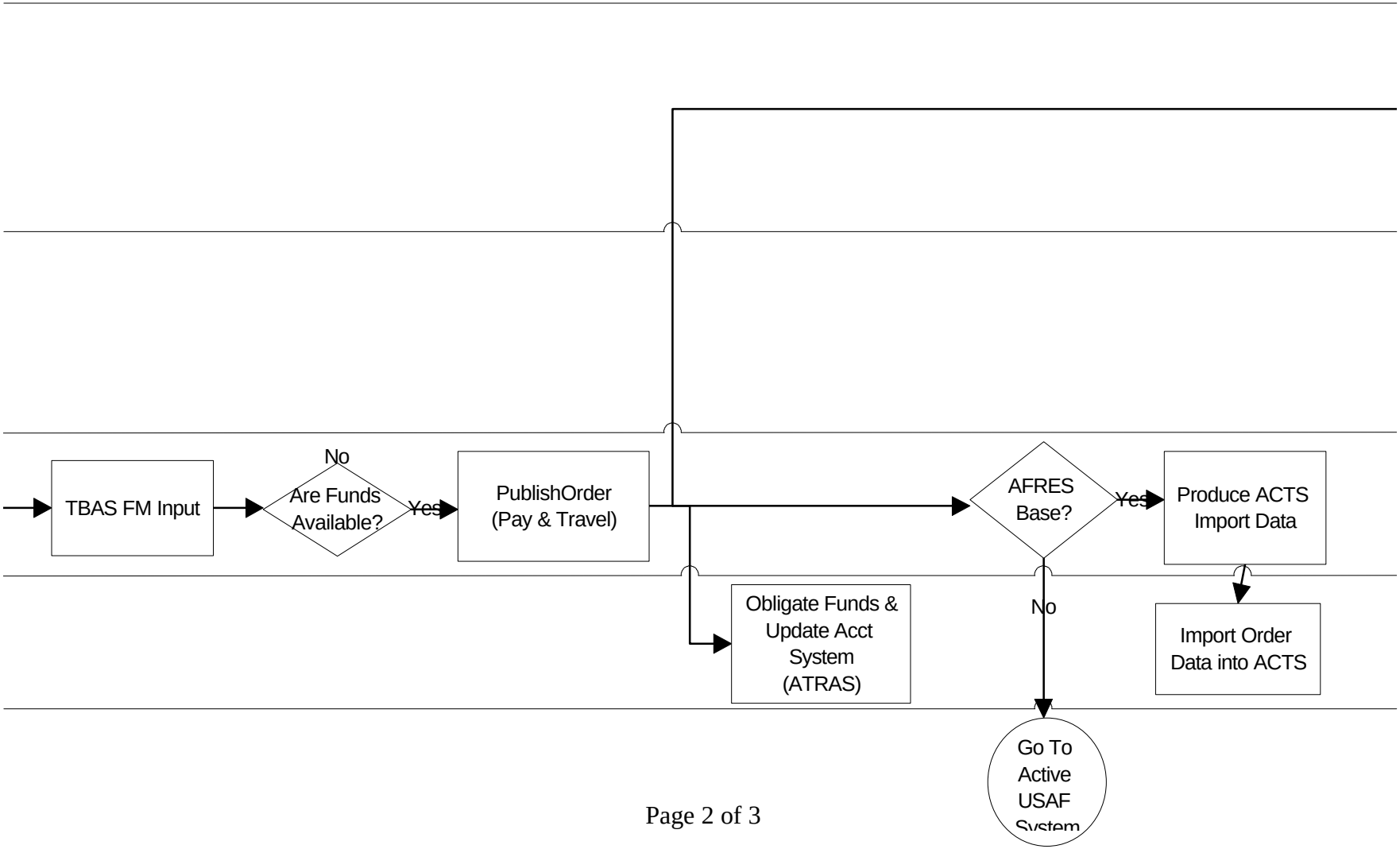
Acting Under Secretary of Defense
(Comptroller)

Appendix C

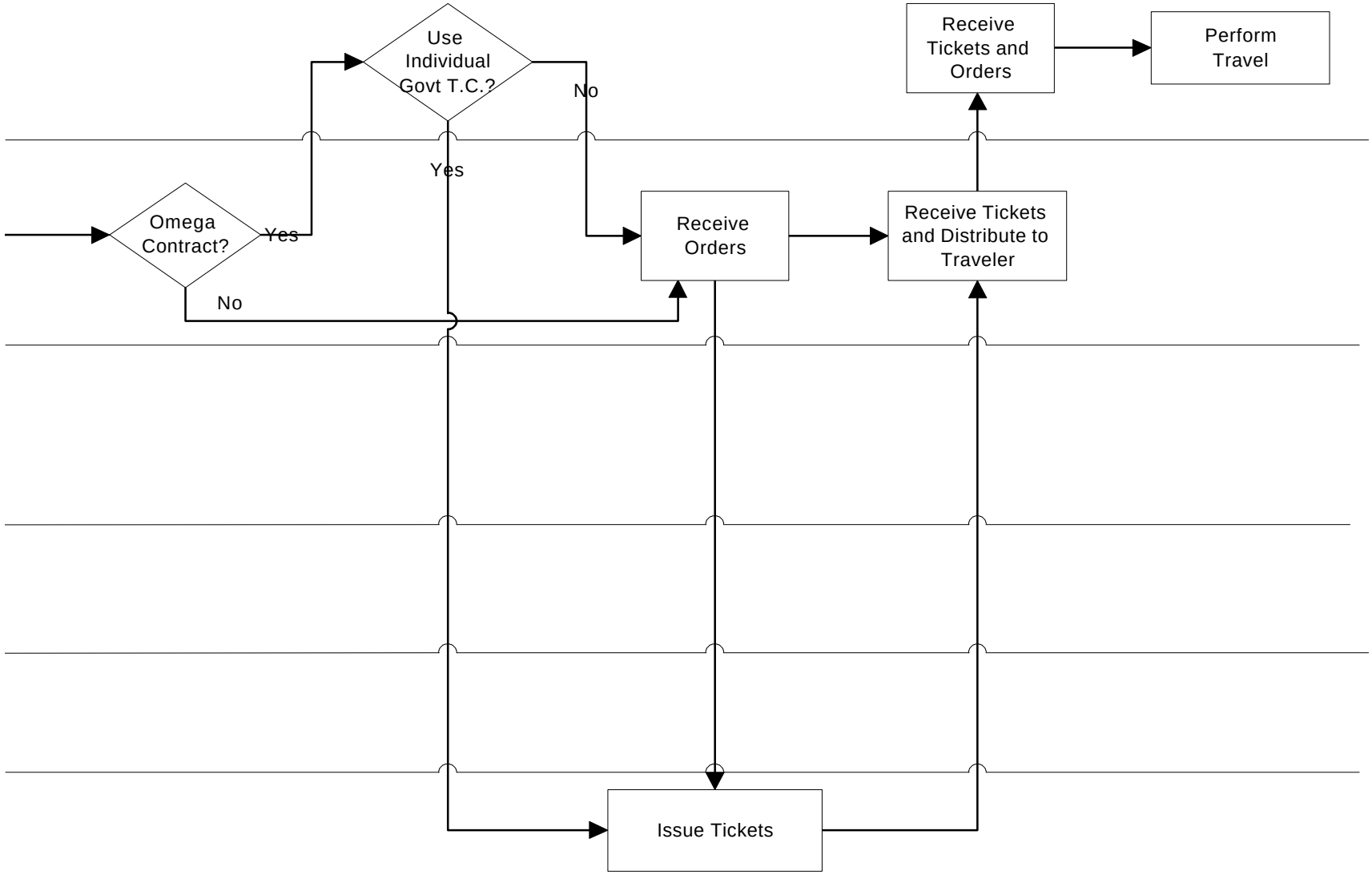
Air Force Reserve Unit - As-Is Pre-Travel



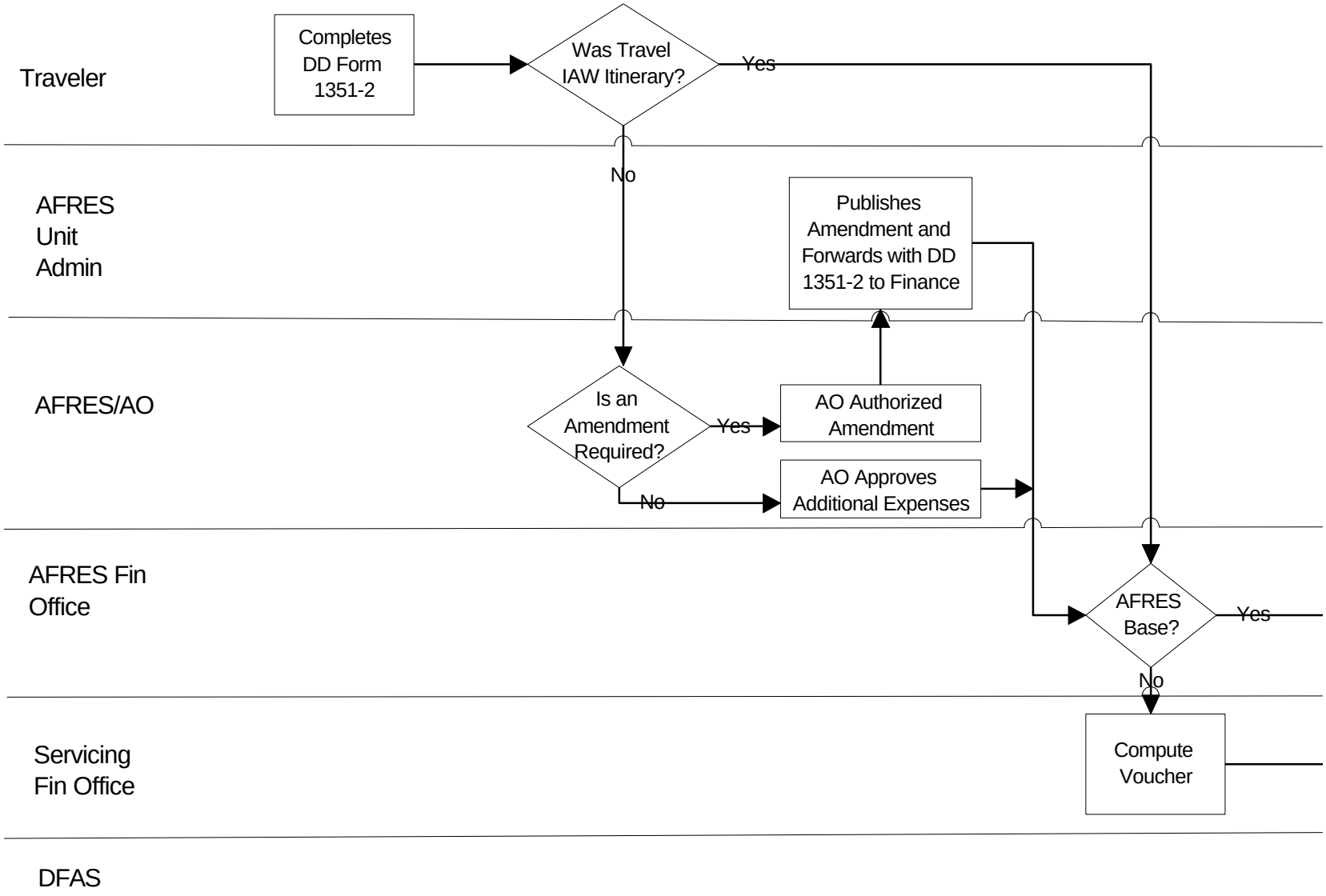
Air Force Reserve Unit - As-Is Pre-Travel



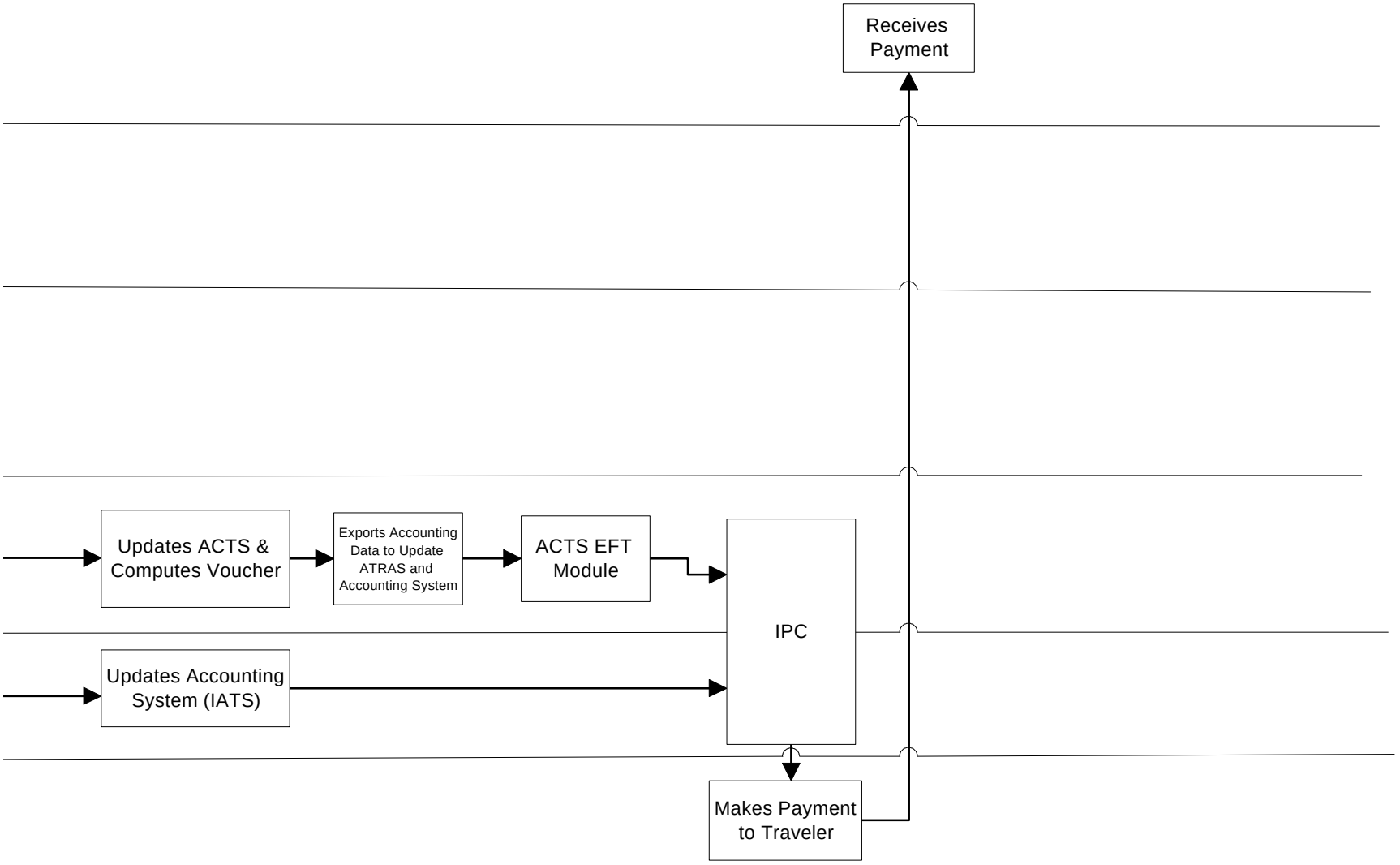
Air Force Reserve Unit - As-Is Pre-Travel



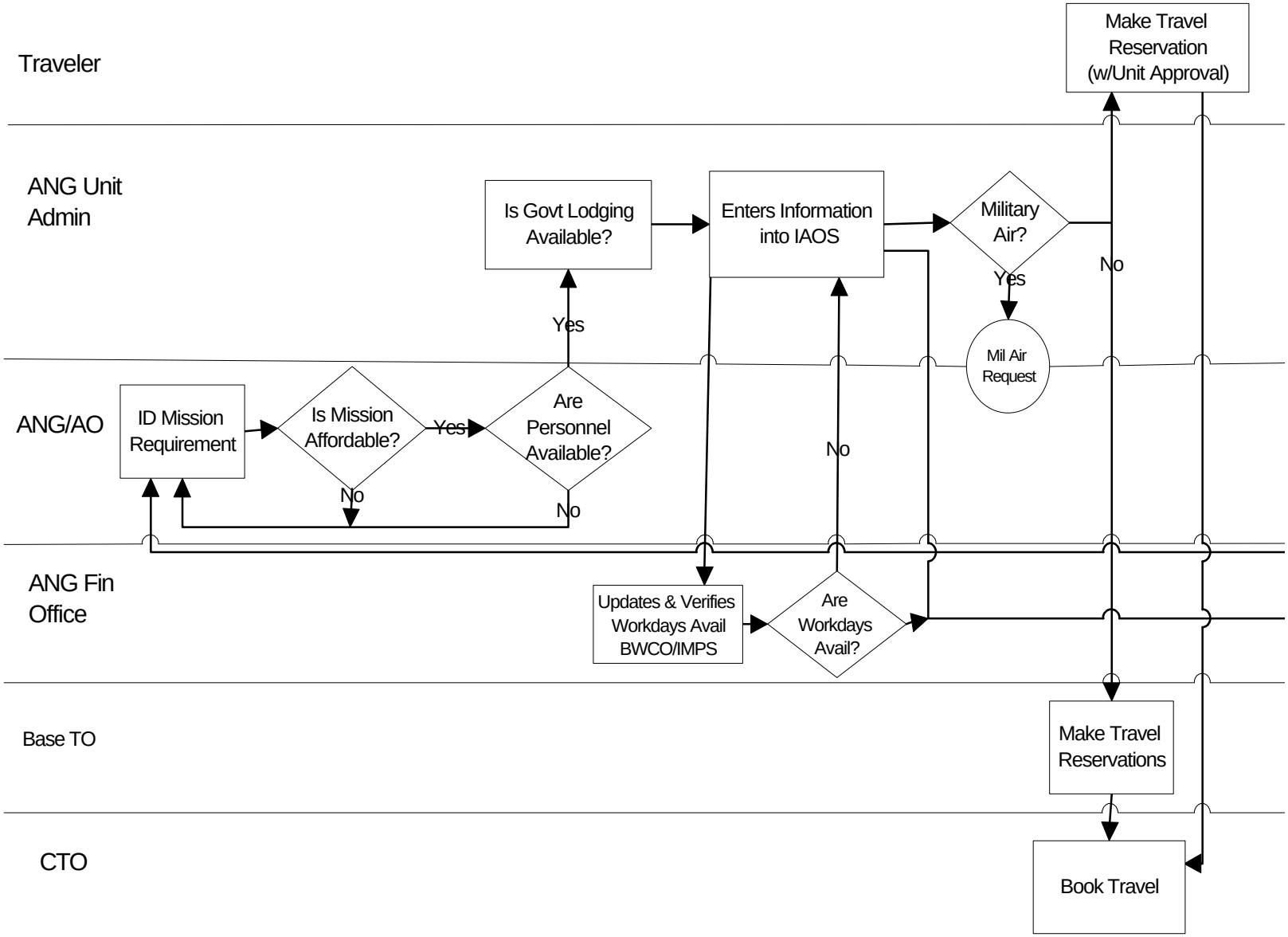
Air Force Reserve Unit - As-Is Post-Travel



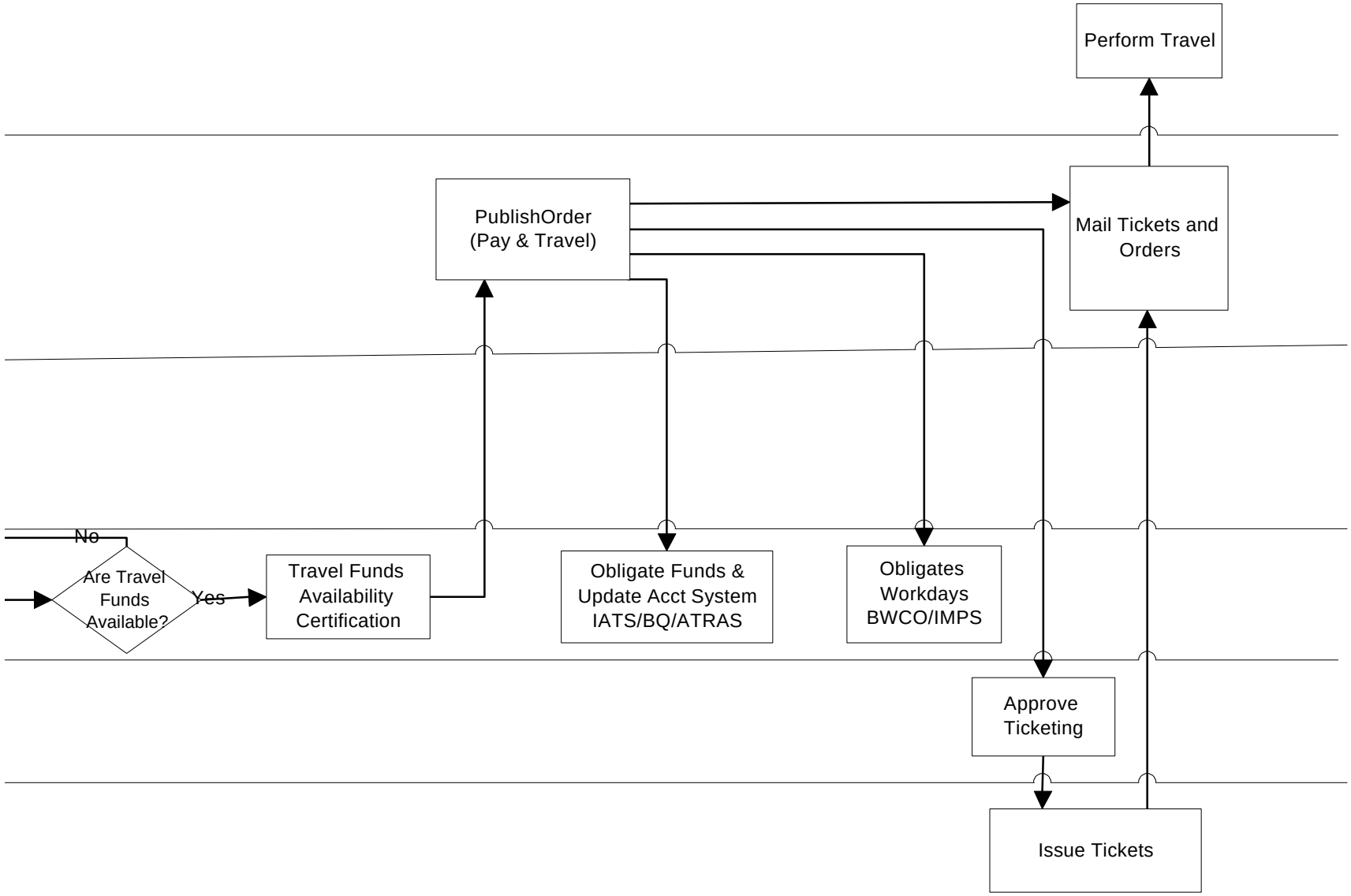
Air Force Reserve Unit - As-Is Post-Travel



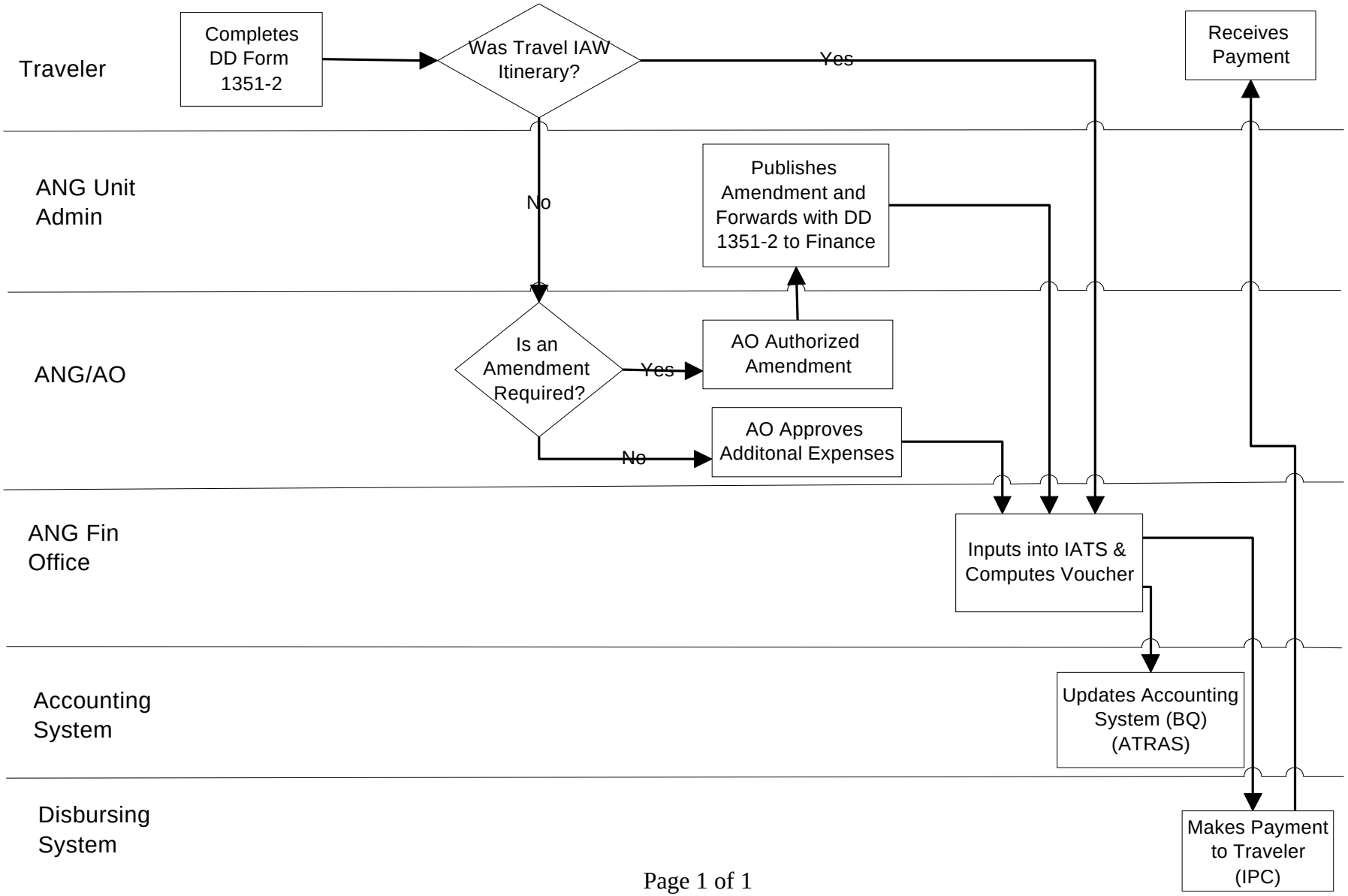
Air National Guard - As-Is Pre-Travel



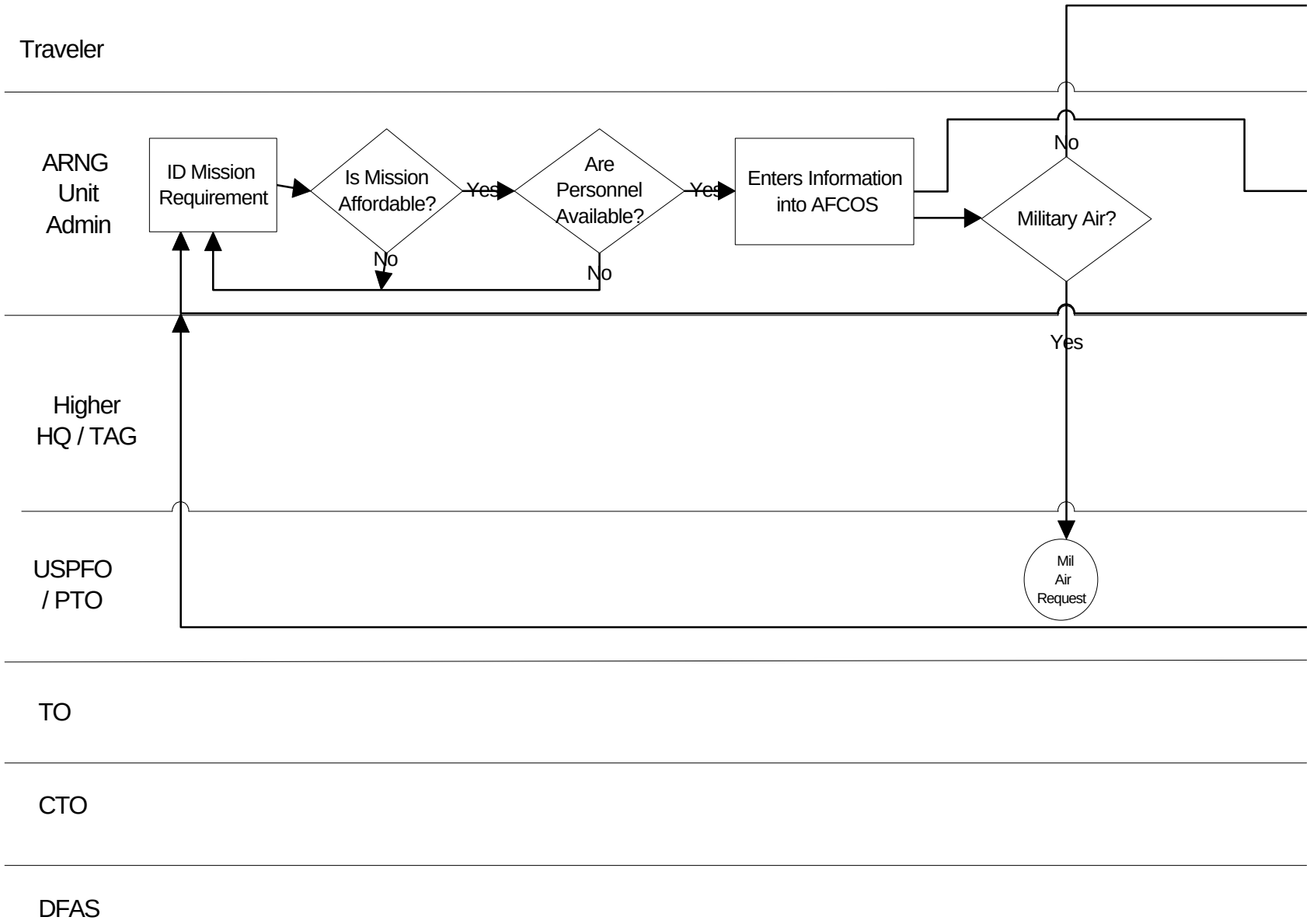
Air National Guard - As-Is Pre-Travel



Air National Guard - As-Is Post-Travel



Army National Guard - As-Is Pre-Travel



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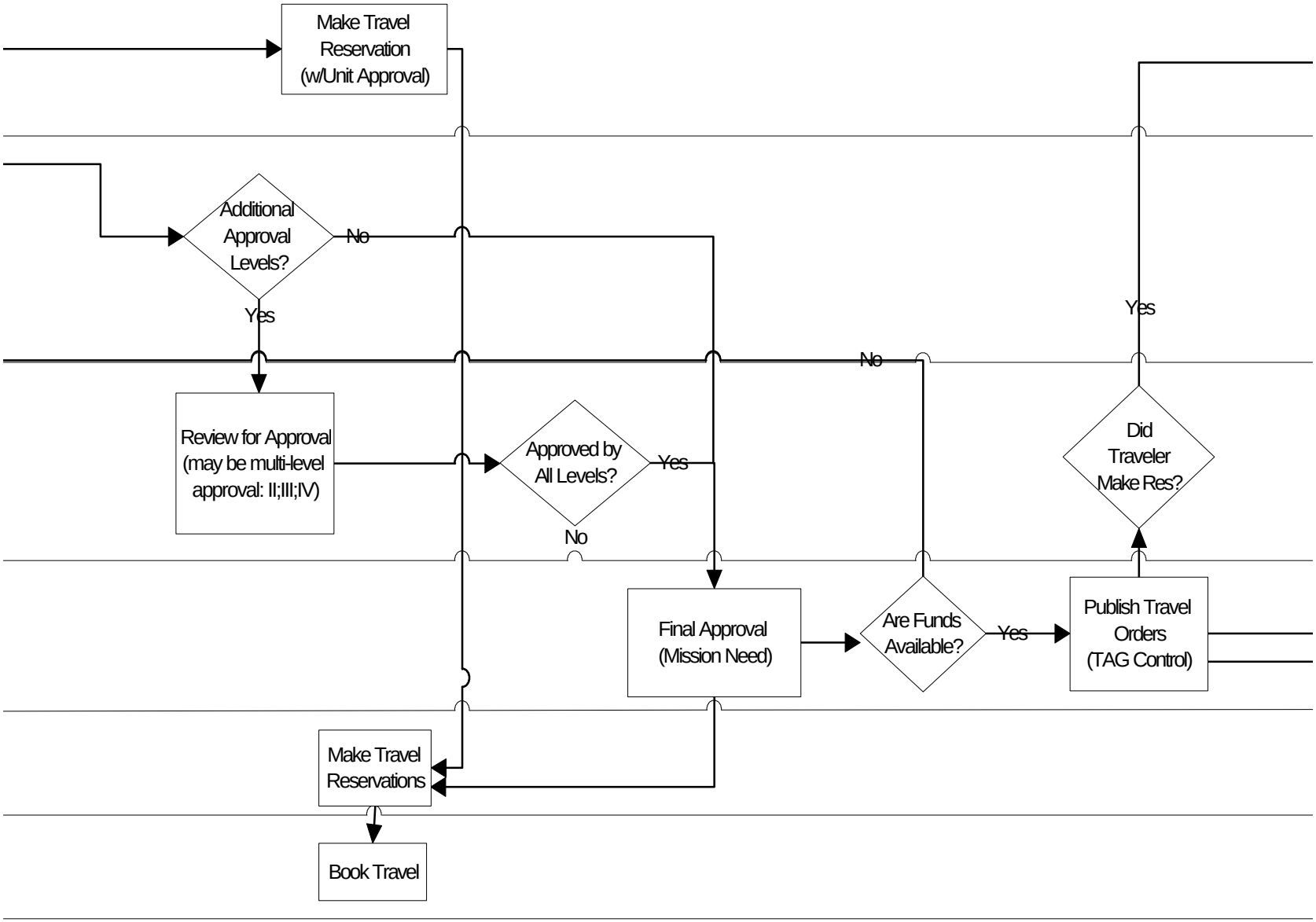
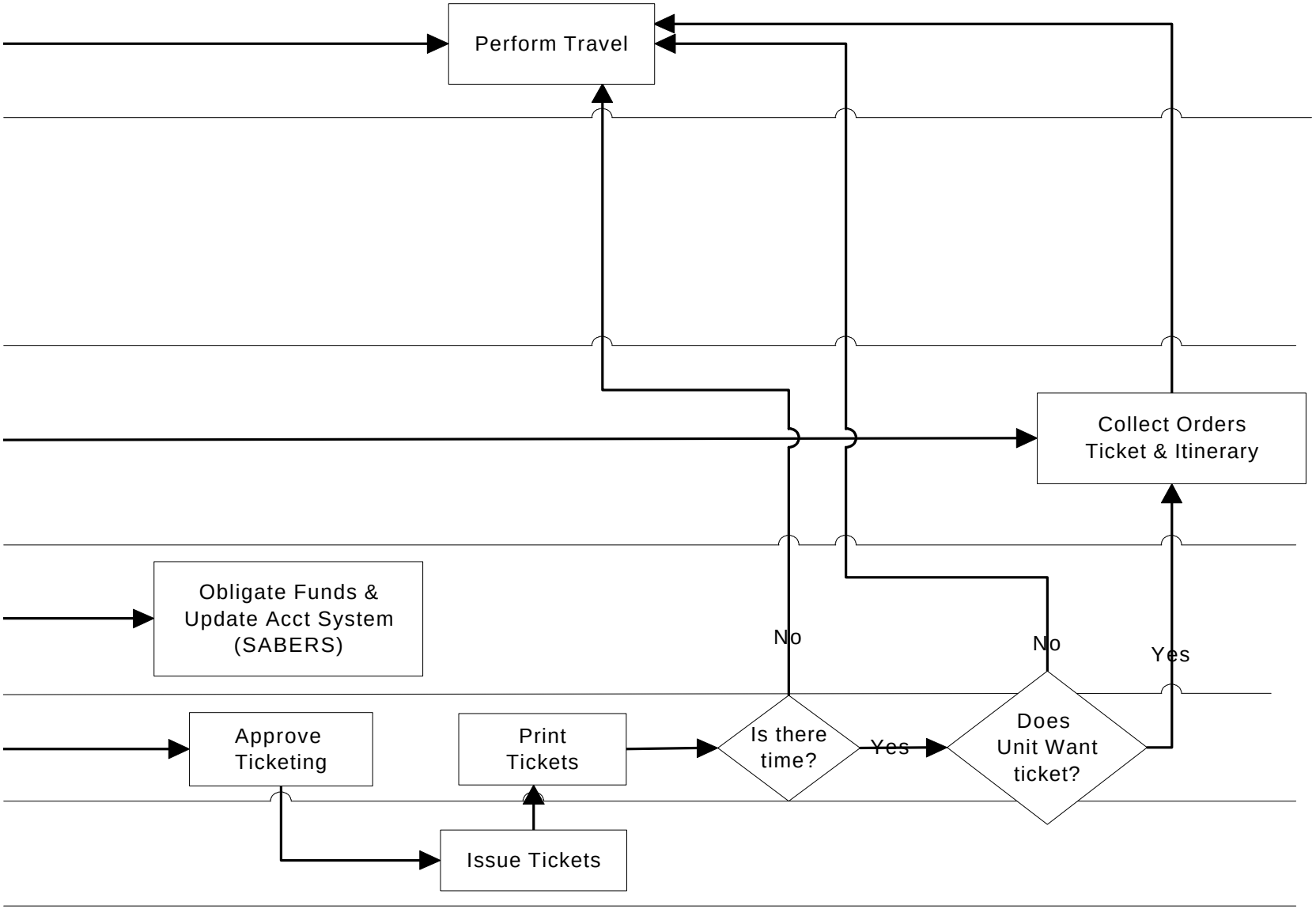
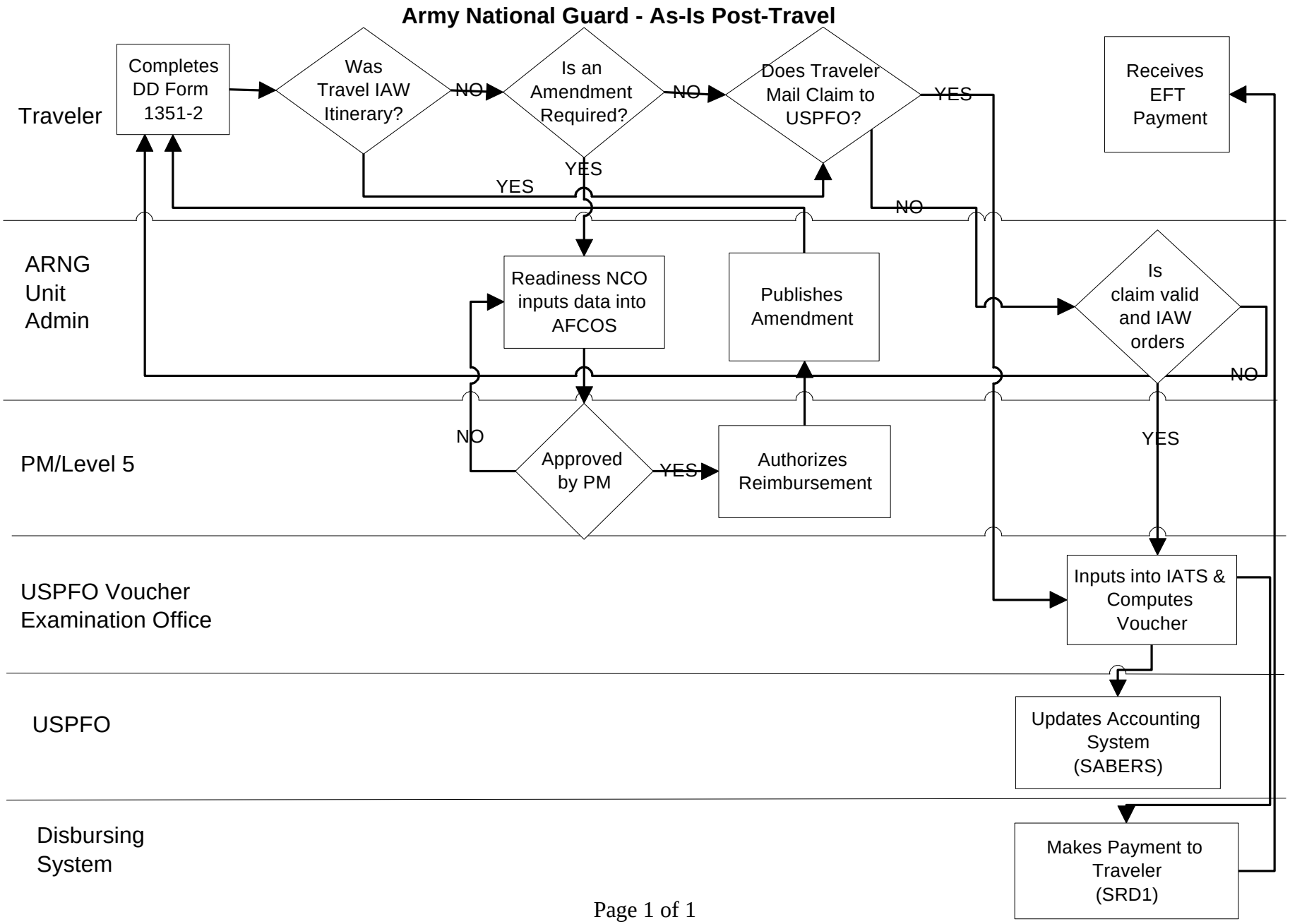
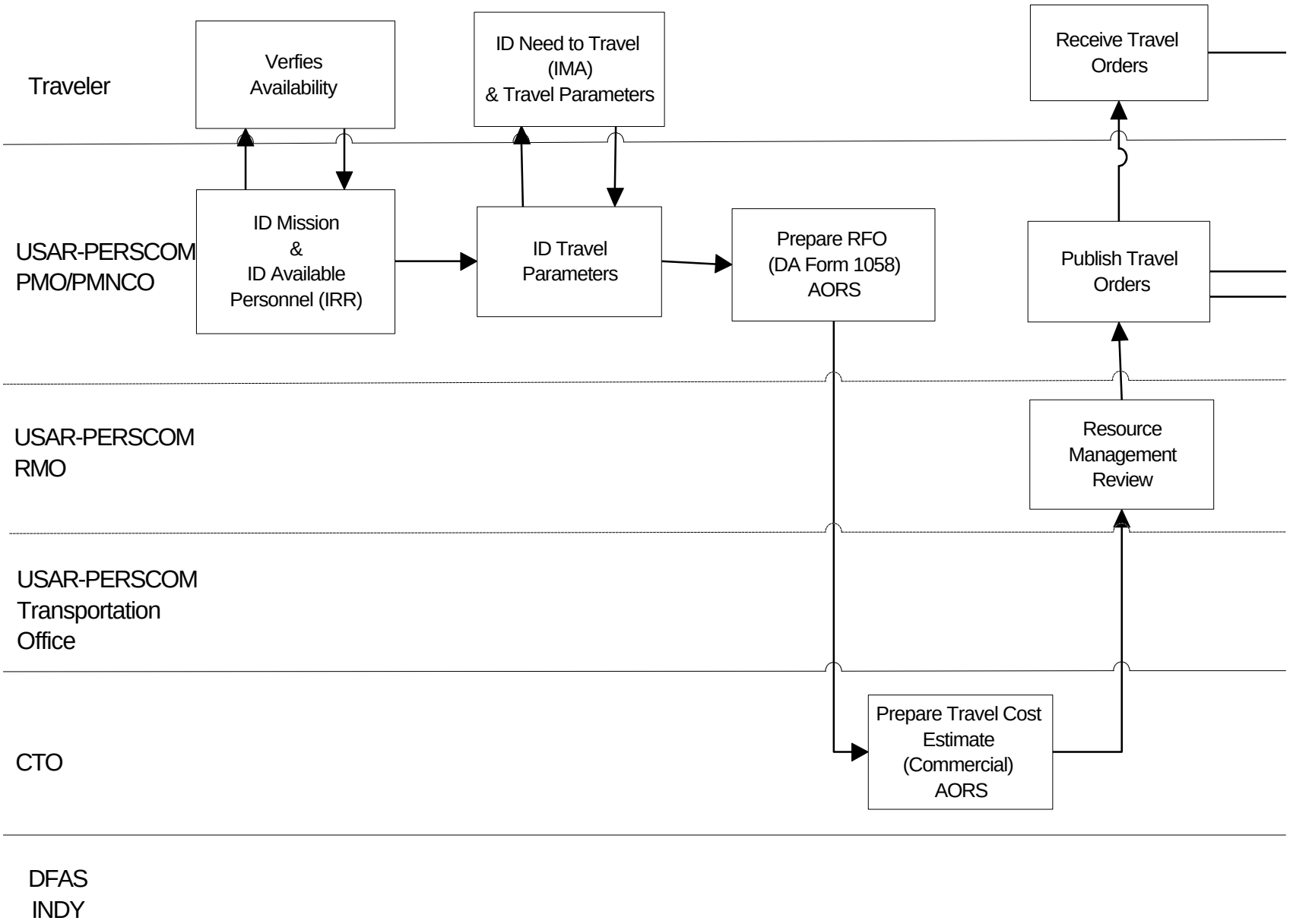


Army National Guard - As-Is Pre-Travel

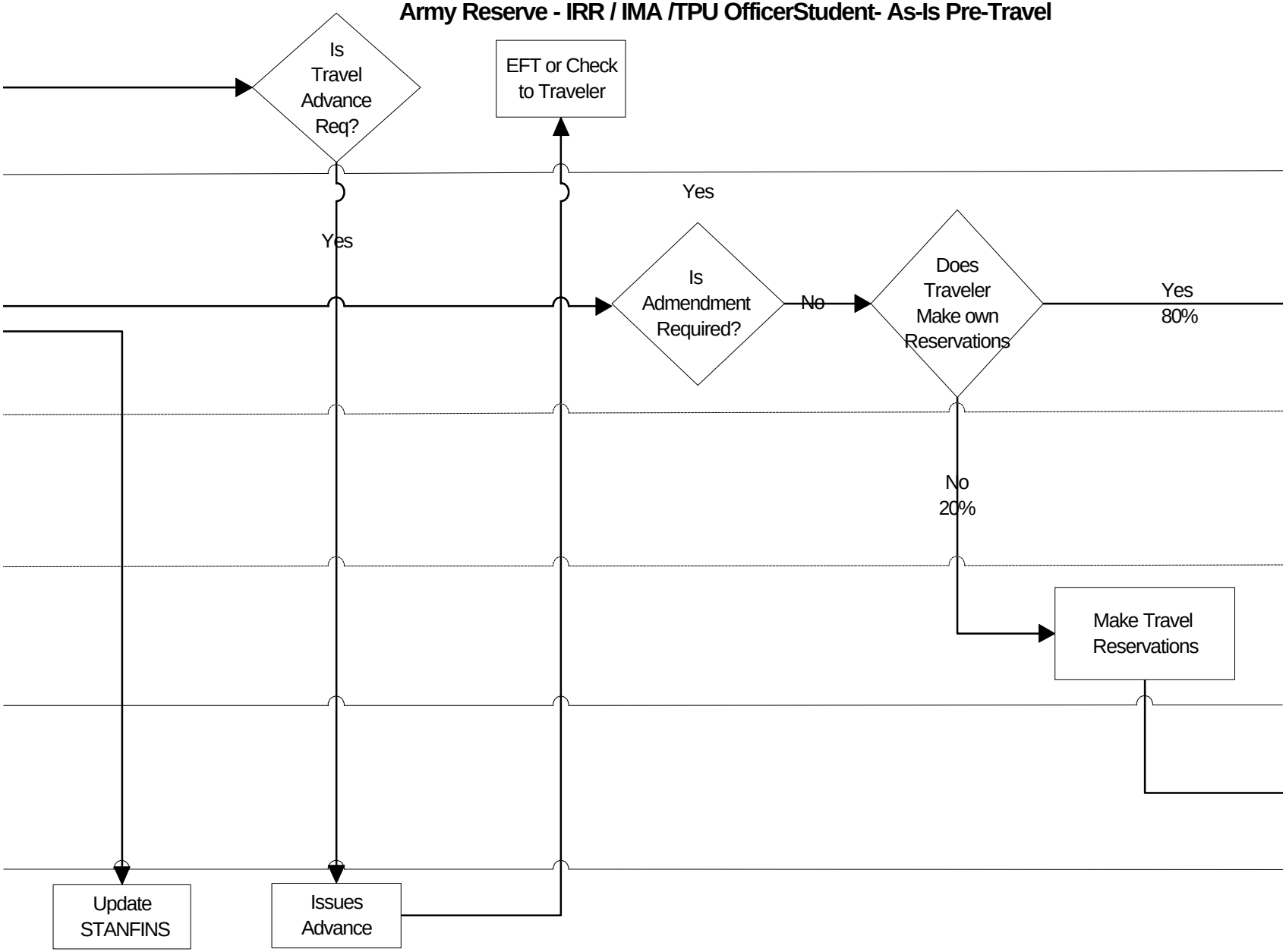



Army National Guard - As-Is Post-Travel
Traveler
Completes DD Form 1351-2
Was Travel IAW Itinerary?
NO
Is an Amendment Required?
NO
Does Traveler Mail Claim to USPFO?
YES
Receives EFT Payment
YES
YES
NO
ARNG Unit Admin
Readiness NCO inputs data into AFCOS
Publishes Amendment
Is claim valid and IAW orders
NO
PM/Level 5
NO
Approved by PM
YES
Authorizes Reimbursement
YES
USPFO Voucher Examination Office
Inputs into IATS & Computes Voucher
USPFO
Updates Accounting System (SABERS)
Disbursing System
Makes Payment to Traveler (SRD1)

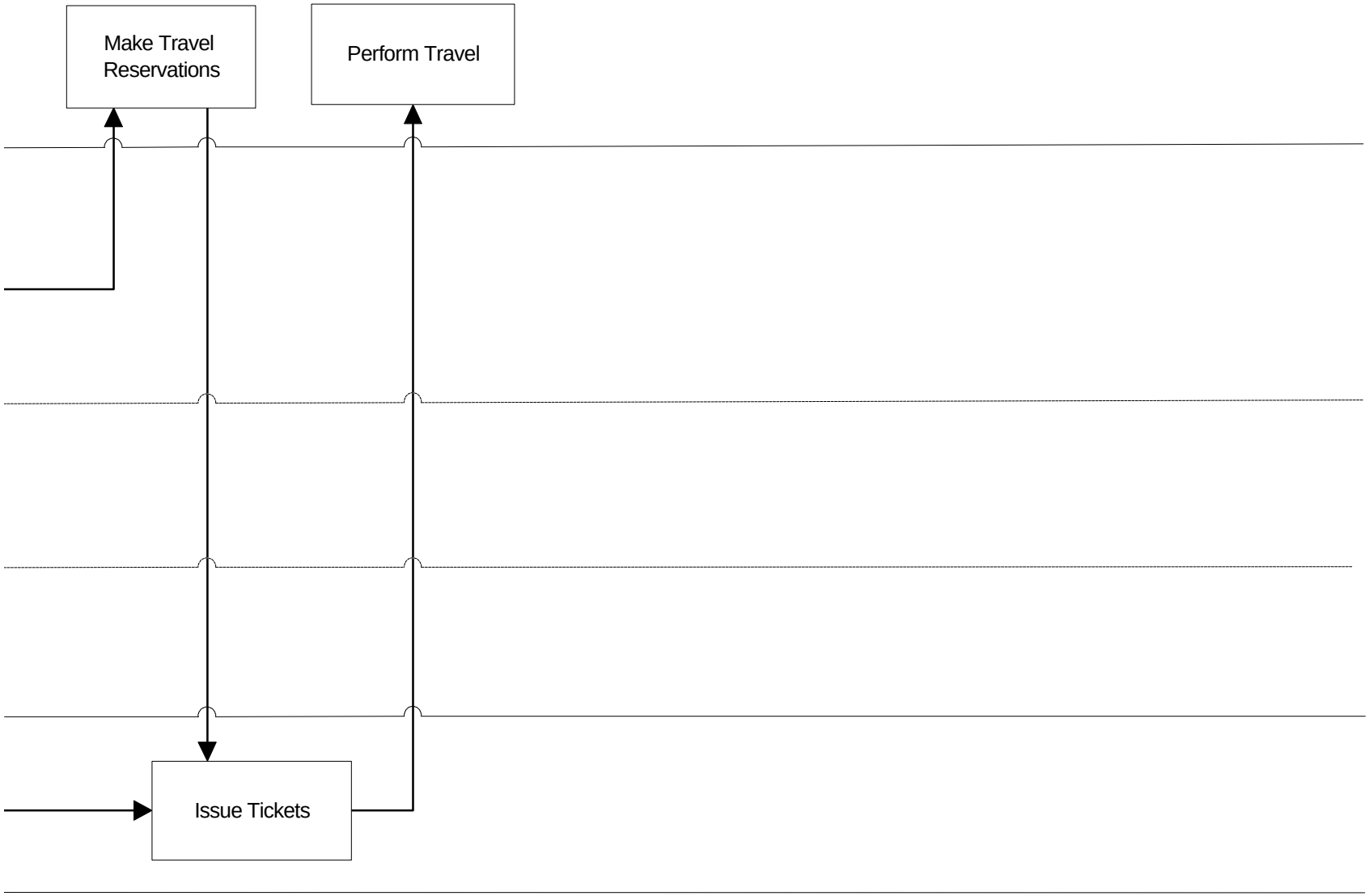
Army Reserve - IRR / IMA /TPU OfficerStudent- As-Is Pre-Travel



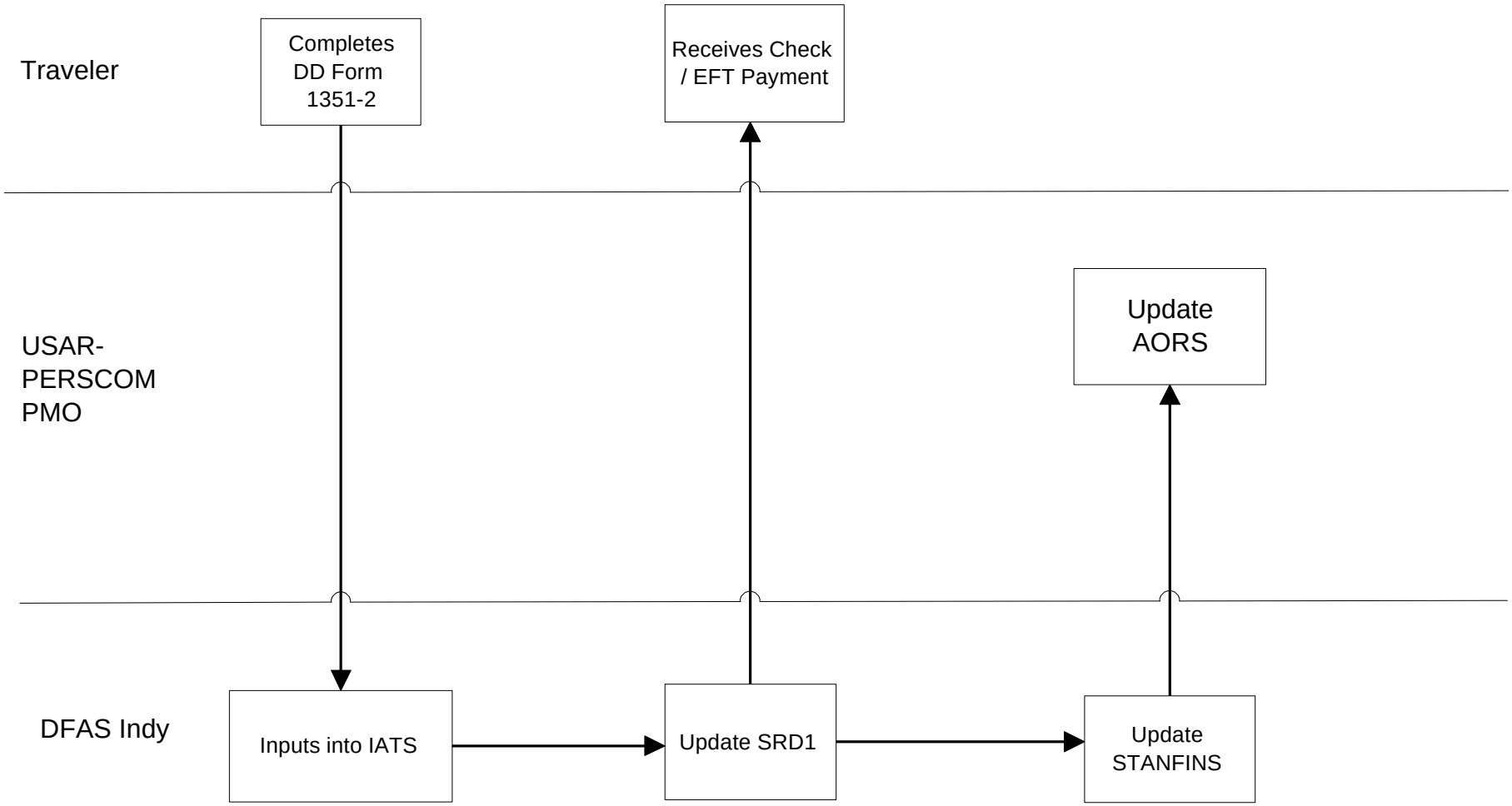
Army Reserve - IRR / IMA /TPU OfficerStudent- As-Is Pre-Travel



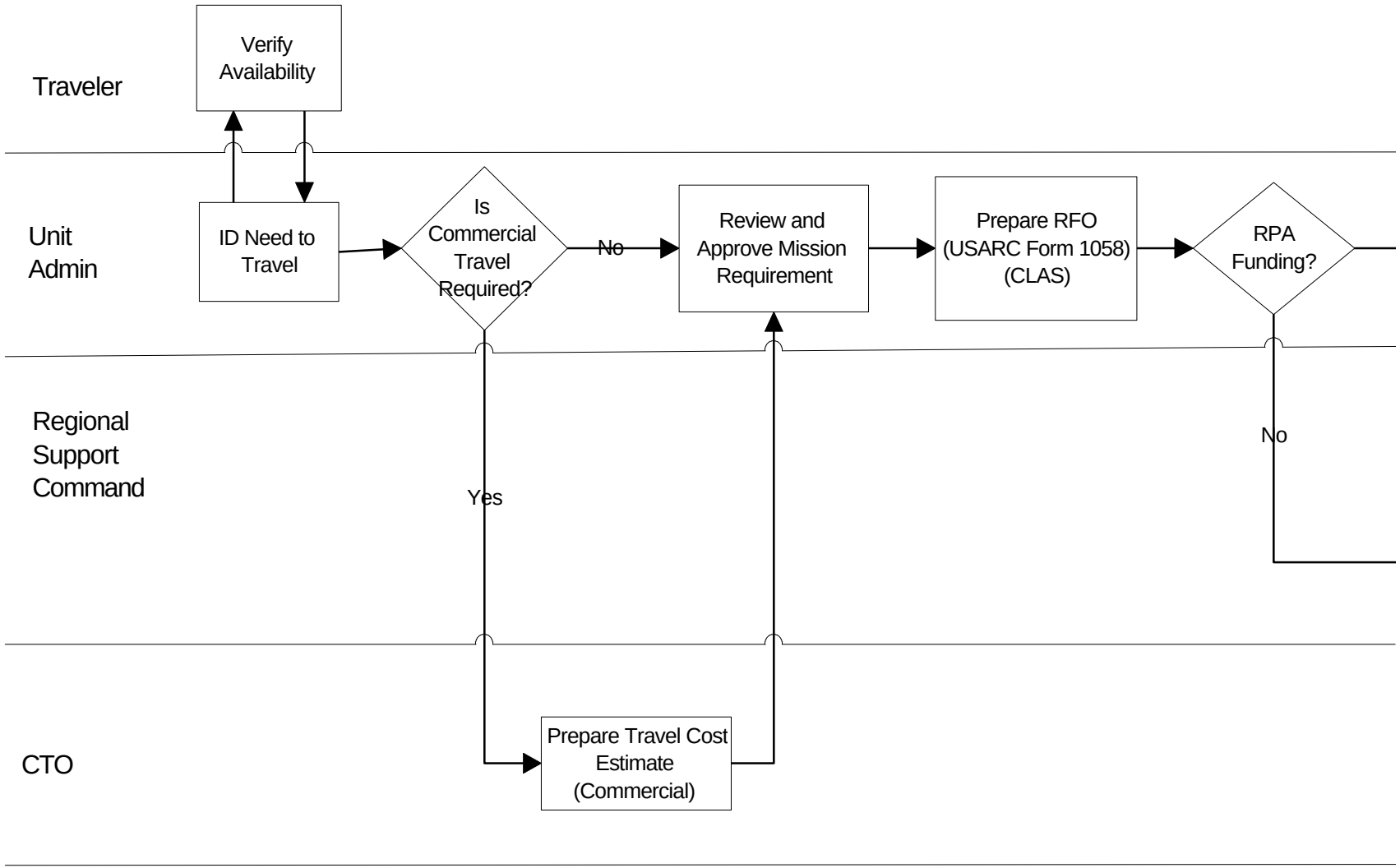
Army Reserve - IRR / IMA /TPU OfficerStudent- As-Is Pre-Travel



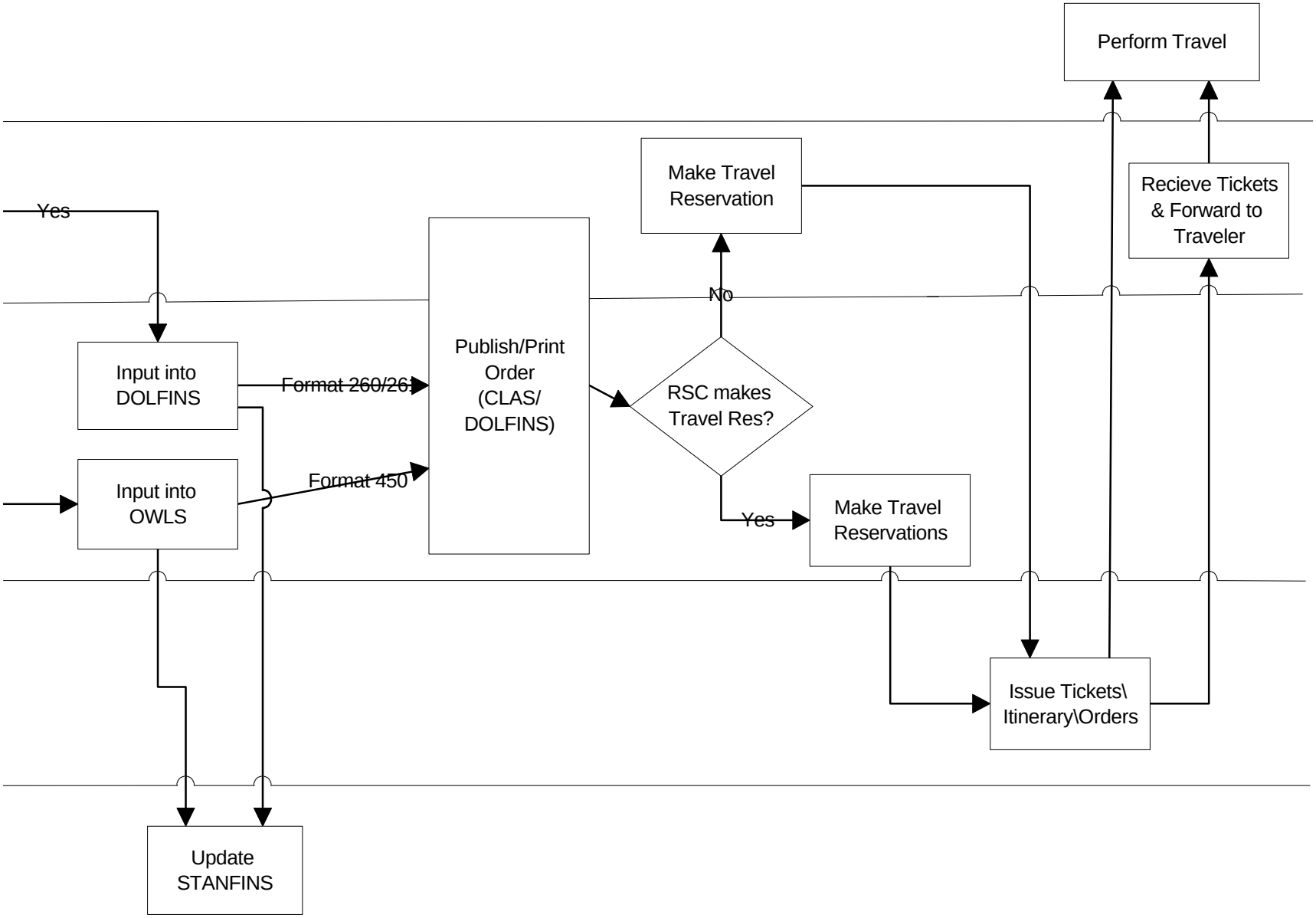
Army Reserve - IRR / IMA / TPU Officer Student - As-Is Post-Travel



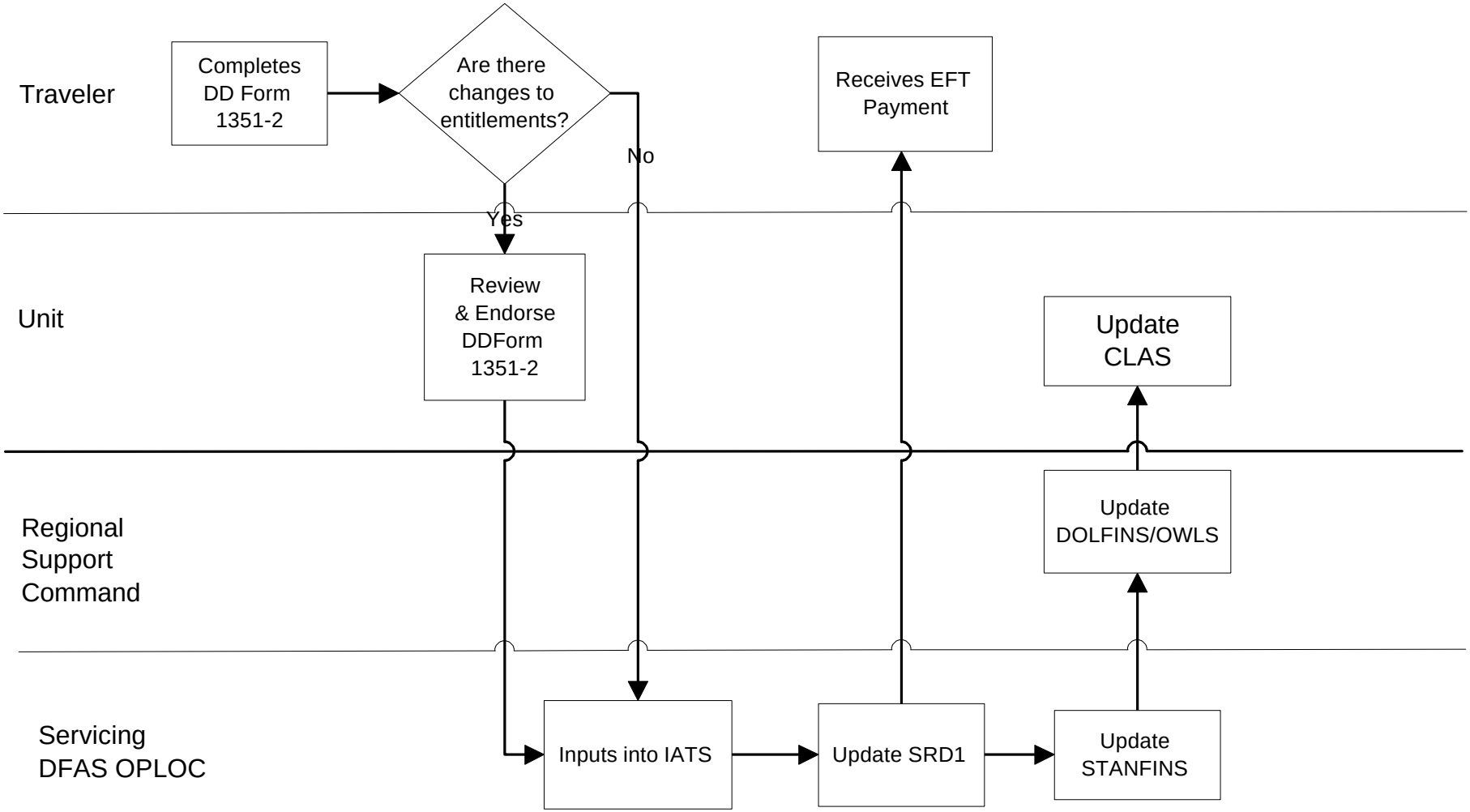
Army Reserve TPU - As-Is Pre-Travel



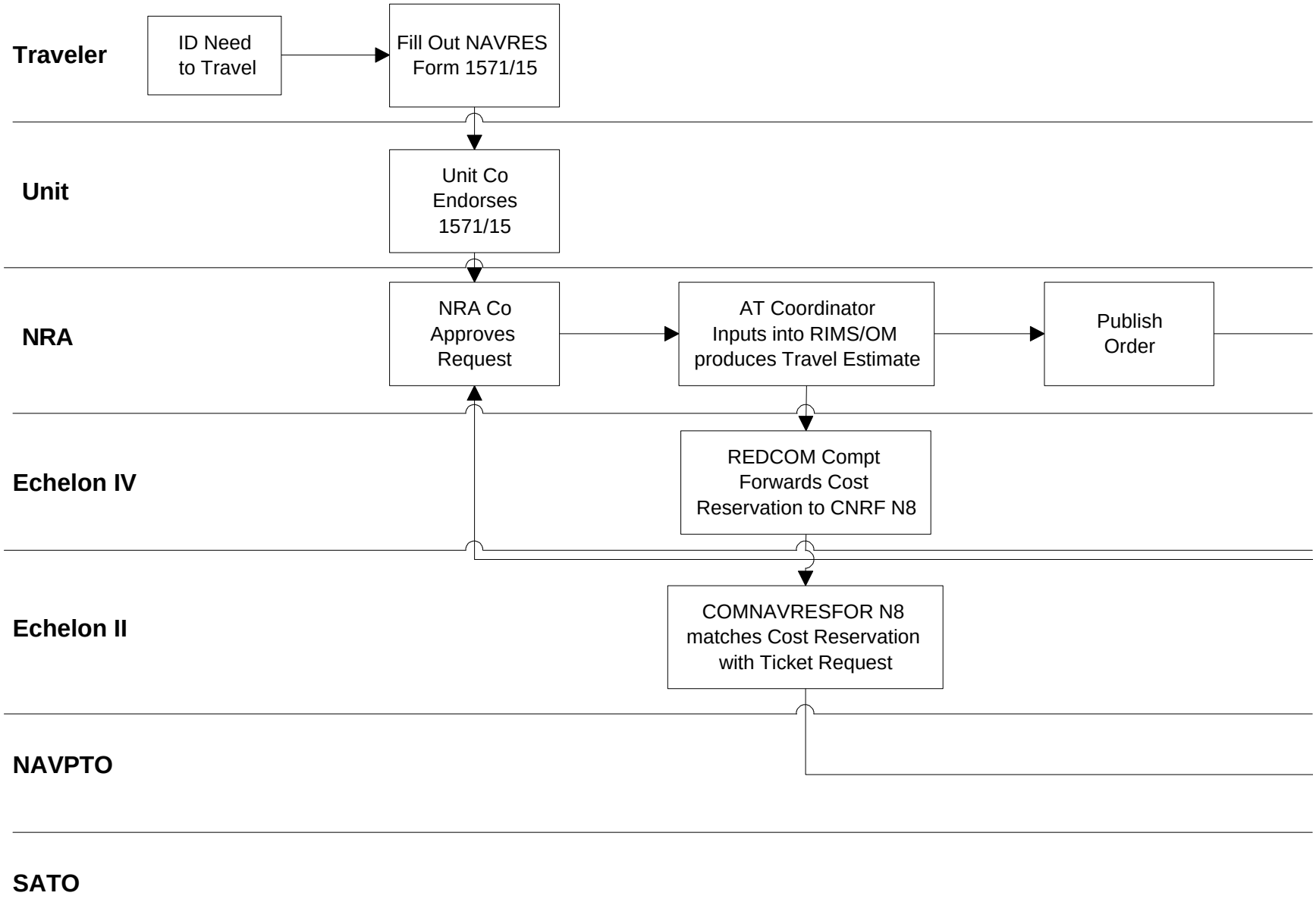
Army Reserve TPU - As-Is Pre-Travel



Army Reserve -TPU - As-Is Post-Travel



US Navy Res IDTT Pre-Travel



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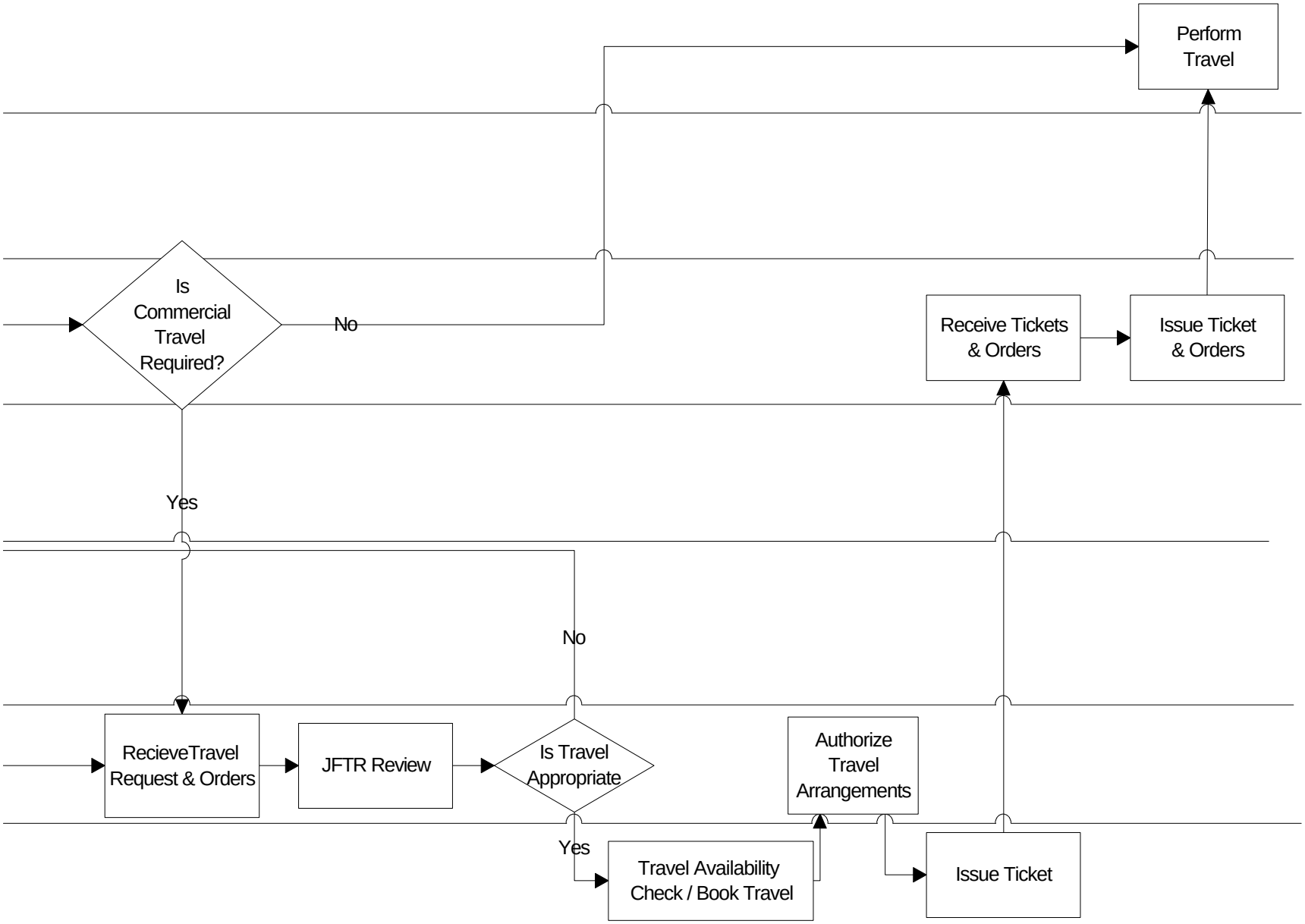
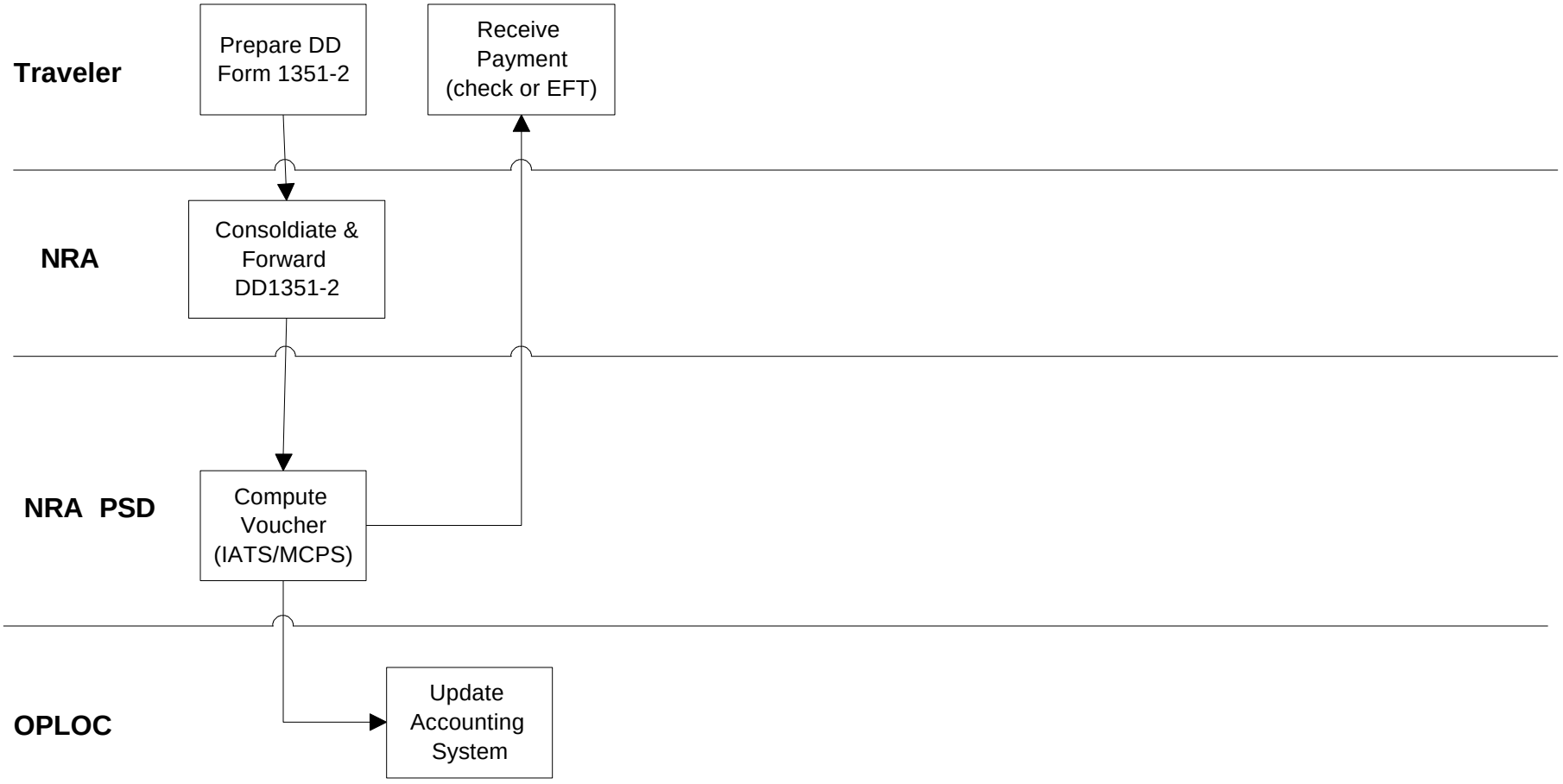
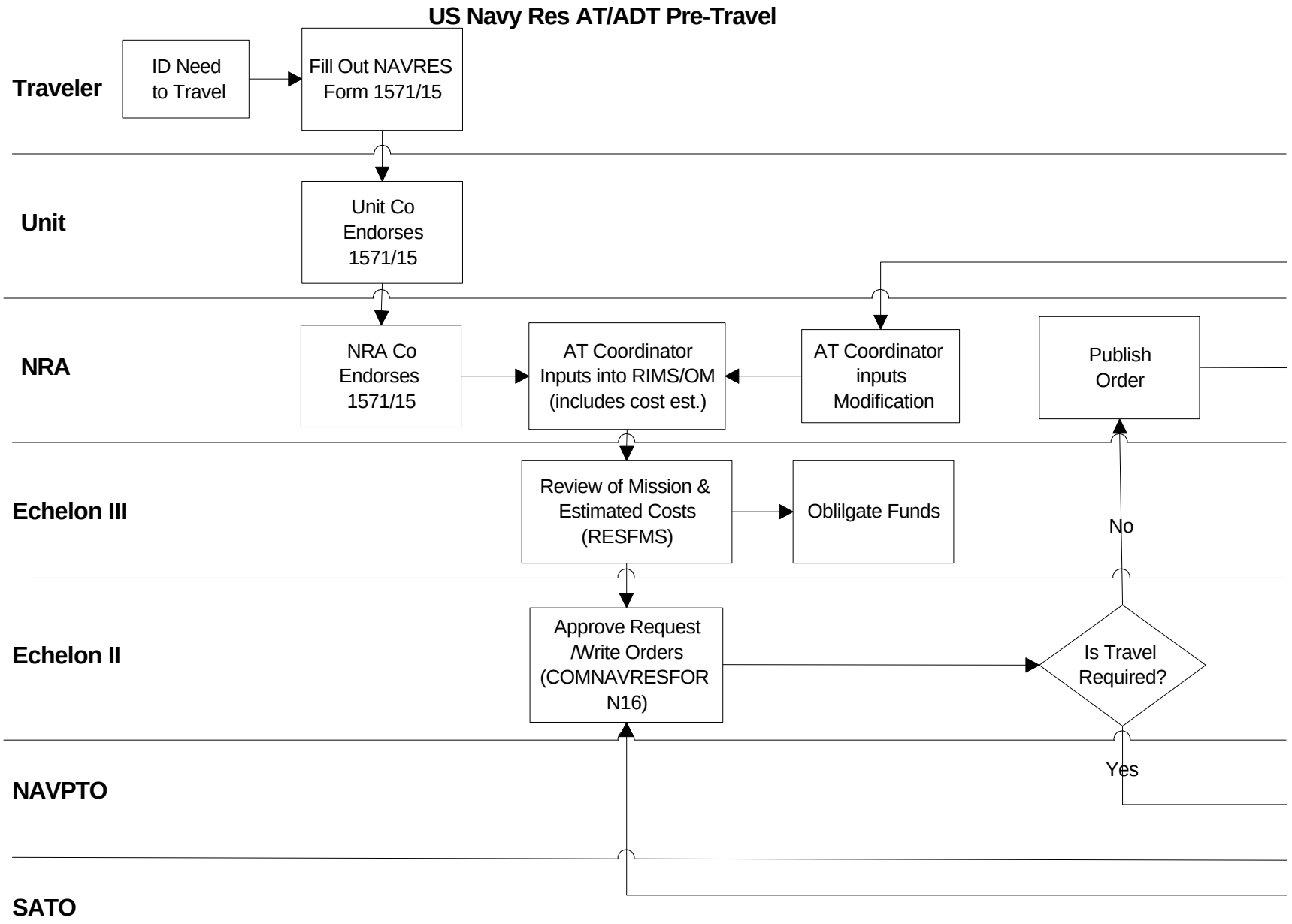
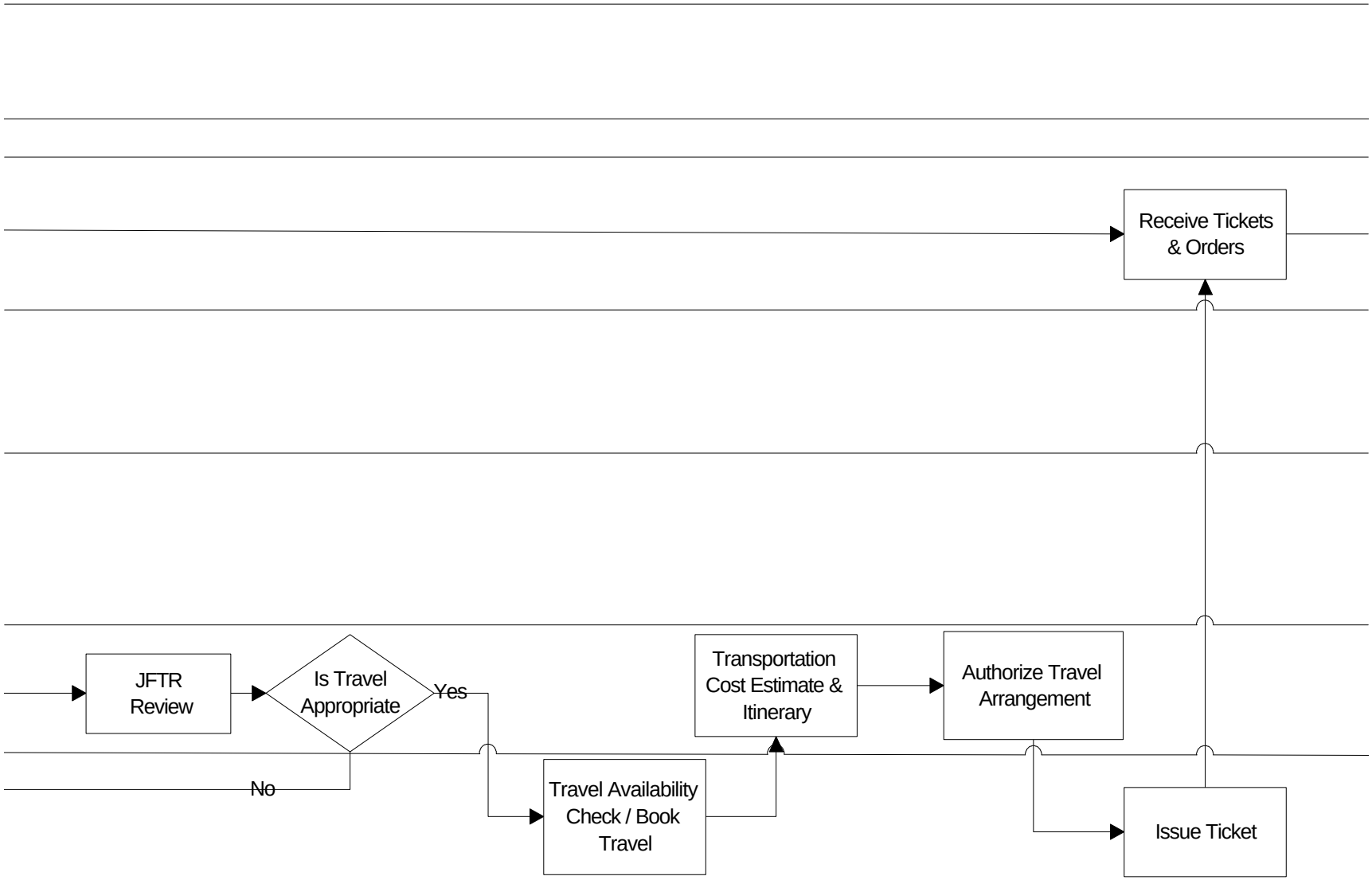


US Navy Res IDTT Post Travel

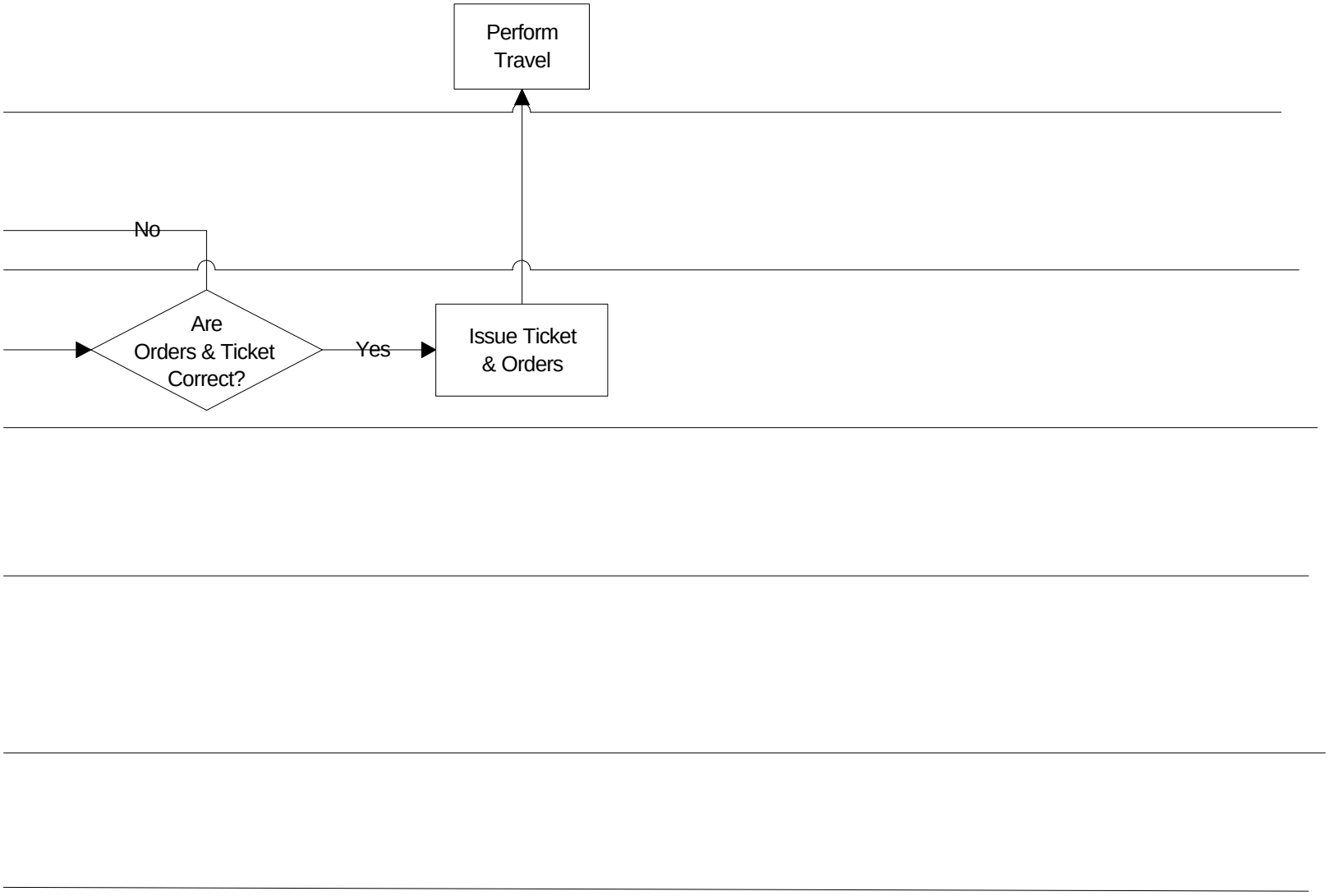



US Navy Res AT/ADT Pre-Travel
Traveler
ID Need to Travel
Fill Out NAVRES Form 1571/15
Unit
Unit Co Endorses 1571/15
NRA
NRA Co Endorses 1571/15
AT Coordinator Inputs into RIMS/OM (includes cost est.)
AT Coordinator inputs Modification
Publish Order
Echelon III
Review of Mission & Estimated Costs (RESFMS)
Oblilgate Funds
No
Echelon II
Approve Request /Write Orders (COMNAVRESFOR N16)
Is Travel Required?
NAVPTO
Yes
SATO

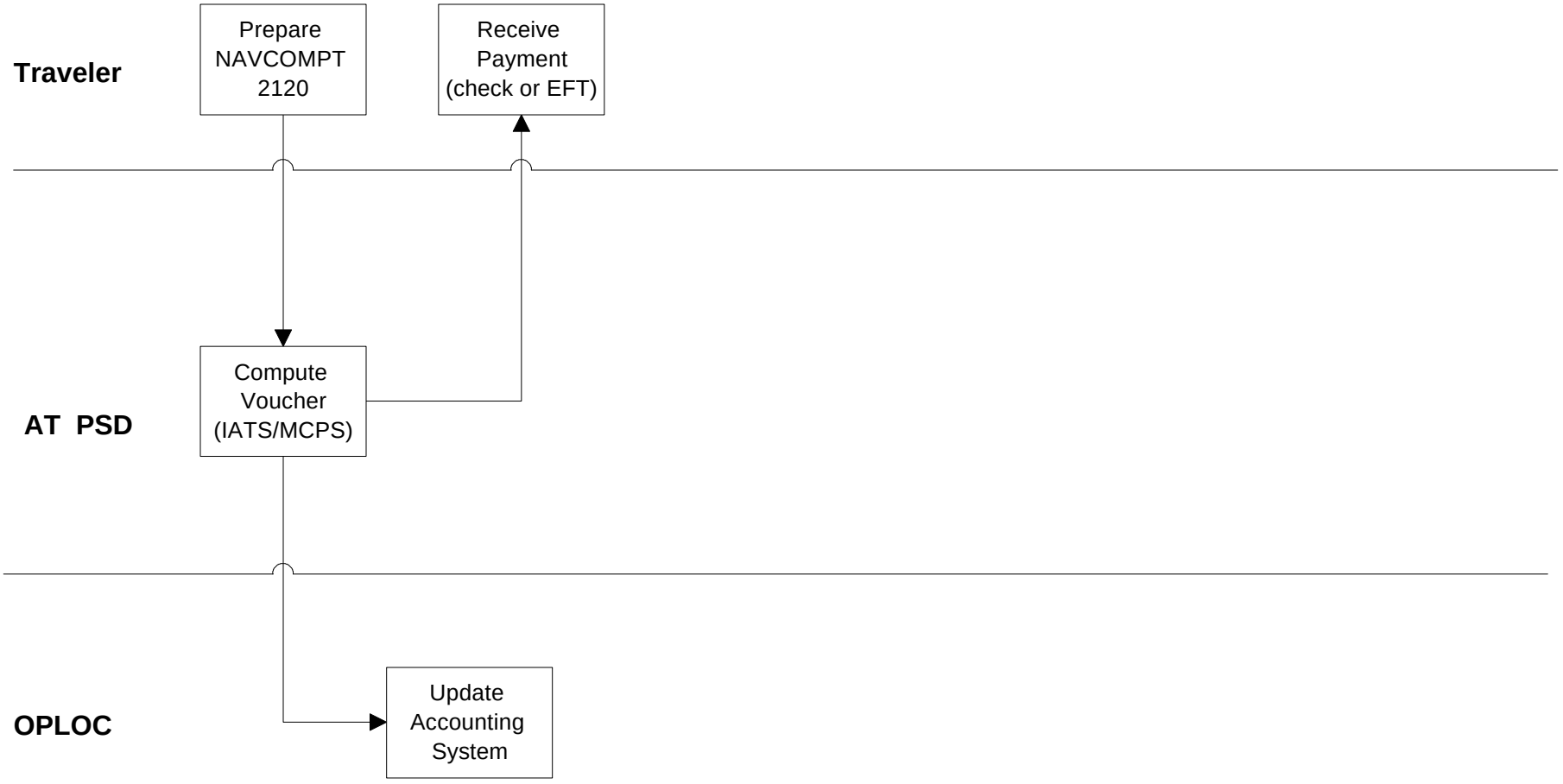
US Navy Res AT/ADT Pre-Travel



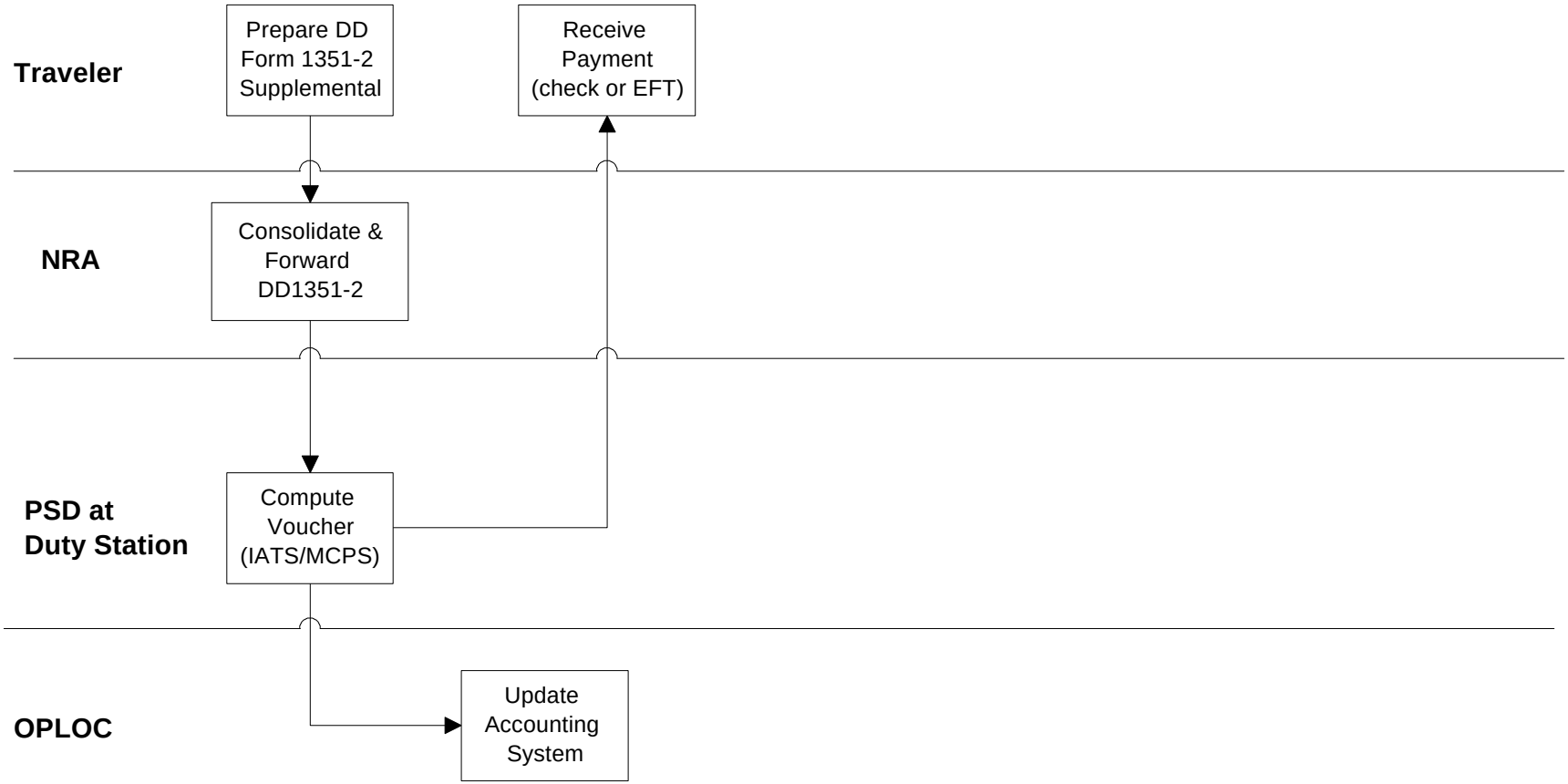
US Navy Res AT/ADT Pre-Travel



US Navy Res AT/ADT At Duty Station



US Navy Res AT/ADT - Post Travel(Supplemental)



Appendix D

RRT Task Force
Site Visits

- September 14, 1997: Naval Reserve Communications Station, Washington, DC
- September 28: Naval Reserve Center Anacostia, Washington, DC
- October 2: Air National Guard, New Castle, Delaware
- October 3: US Air Force Reserve, Dover AFB, Delaware
- October 6: Army Reserve Personnel Command (AR- PERSCOM), St Louis, Missouri, and Focus Group: Missouri and Illinois Army National Guard, St. Louis, Missouri
- October 7: Army National Guard - USPFO, Denver, Colorado
- October 8: Air Reserve Personnel Center (ARPC), Denver, Colorado
- October 9: Army National Guard - USPFO, Austin, Texas
- October 14: 171st Air Refueling Wing, Air National Guard, Pittsburgh, Pennsylvania
- October 15: 99th Regional Support Command, Army Reserve, Pittsburgh, Pennsylvania
- November 5, 6: HQ US Naval Reserve, New Orleans, Louisiana

Appendix D

RRT Task Force
Site Visits
(continued)

- November 7: HQ US Marine Corps Reserve, New Orleans, Louisiana
- November 12: US Army Reserve Command (USARC), Atlanta, Georgia
- November 13, 14: HQ Air Force Reserve Command (AFRC), Robins AFB and Dobbins AFB, Georgia
- November17: Army National Guard Readiness Center, Arlington Hall, Virginia

Appendix E

READY RESERVE TRAVEL (RRT) REENGINEERING TASK FORCE

CHARTERING OFFICIALS:

Mr. Rudy de Leon, Under Secretary of Defense (Personnel and Readiness)
Ms. Alice Maroni, Principal Deputy Under Secretary of Defense (Comptroller)

CO-CHAIRS:

Ms. Claudia Hickey, Directorate for Financial Commerce, OUSD(C)
Colonel Stephen Westbrook, Director, Per Diem, Travel and Transportation Allowance Committee, OUSD(P&R)
Mr. Wayne Spruell, Principal Director for Manpower and Personnel, OASD (Reserve Affairs)

(Personnel)

Colonel Marlin Guild, U.S. Army Reserve
Colonel William Canny, U.S. Air Force Reserve
Colonel Charles Anderson, U.S. Marine Corps
Commander Don Bunn, U.S. Coast Guard

(Comptroller)

Colonel Guy Giancarlo, U.S. Army Reserve
Colonel William Stormer, National Guard Bureau (Army)
Colonel Donna M. Taylor, Air National Guard
Colonel Neva J. Lynde, U.S. Air Force Reserve

OSD Functional Proponents:

Captain Gerry Fleming, OASD(RA)
Colonel Janet Drew, OASD(RA)
Ms. Elizabeth Cowan, Exchange Officer to OUSD(C)
Mr. Jack Denslow, OUSD(C) FC
Ms. Sharon Fratis, OUSD(C) FC
Colonel Al Arnold, Project Manager – Defense Travel System (DTS)
Ms. Kay Anderson-Hager, PMO-DTS
Mr. John Argodale, PMO-DTS
Mr. Kenneth Stombaugh, OADUSD (Transportation Policy)

Military Department Headquarters Representatives:

Ms. Karen Newsome, Department of the Army
Major Dennis Lasley, Department of the Army
Commander Joe Taylor, Department of the Navy
Lieutenant Colonel Harold Fagan, Department of the Air Force
Lieutenant Colonel Jack Tracy, Department of the Air Force
Ms. Deborah Decker, U.S. Marine Corps

Task Force Members:

U.S. Army Reserve:	Lieutenant Colonel Carolyn Beale
	Lieutenant Colonel Charles Betoney
	Ms. Gloria Foss
	Captain Deidre King-Shepard
U.S. Naval Reserve:	Commander Kevin Hempel
	Commander Don Guy
	Disbursing Clerk 1 S. W. Gilmore
	Mr. David Camus
U.S. Air Force Reserve:	Major Joe Ward
	Major Marie Barboza
	Ms. Penny Meredith
Army National Guard:	Major Gene Hoover
	Mr. Robert Ruder
Air National Guard:	Major Milagros Santiago-Madera
	Senior Master Sergeant Kathy Cramer
Project Management Office – Defense Travel System:	
	Ms. Angela Cook
	Mr. Paul Joyce
	Chief Warrant Officer Four Terri Marshall
	Ms. Weida Borokowski
DFAS:	Mr. Clyde Saunders
DLA:	Lieutenant Colonel Thorne Murrell
DoDIG:	Mr. John Gannon
OUSD(C) AP:	Major Stephanie Michael

Contractor Support:

Mr. Daniel Frank, Soza and Company, Ltd.
Mr. Don Perrin, Consultant to OASD(RA)